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FIRST—THIRD REPORTS

OF THE

SELECT COMMITTEE

ON

SUBJECT-MATTER OF APPRENTICESHIP BILL AND REGULATION OF WAGES BILL.

[To which was also referred the "Juvenile Affairs Bill"].

Printed by Order of the House of Assembly,
JUNE, 1921.

CAPE TOWN:
CAPE TIMES LIMITED, GOVERNMENT PRINTERS,
1921.

[S.C. 9—'21.]—SUBJECT-MATTER OF APPRENTICESHIP BILL AND REGULATION OF WAGES BILL.

No. of copies printed 725
Cost of printing £241 5s. 0d.

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SRLF OC/ 24080865
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ORDERS OF THE HOUSE.

6th April, 1921.

ORDERED: That the subject-matter of the *Apprenticeship Bill* and *Regulation of Wages Bill* be referred to a Select Committee for inquiry and report; the Committee to have power to take evidence and call for papers.

8th April, 1921.

ORDERED: That the Minister of Mines and Industries, Messrs. Giovanetti, Mackeurtan, Werth, Sampson, Hawley, J. B. Wessels, Scholtz, Heyns and Strachan be members of the Committee.

15*th April*, 1921.

ORDERED: That the subject-matter of the *Juvenile Affairs Bill* be referred to the Committee for enquiry and report.

23*rd May*, 1921.

ORDERED: That leave be granted to the Committee to bring up an amended *Juvenile Affairs Bill*, *Apprenticeship Bill* and *Regulation of Wages Bill*.

FIRST—THIRD REPORTS

OF THE

SELECT COMMITTEE, appointed by Orders of the House of Assembly, dated the 6th and 8th April, 1921, on the subject-matter of the *Apprenticeship Bill* and *Regulation of Wages Bill*; the Committee to have power to take evidence and call for papers, and to consist of the MINISTER OF MINES AND INDUSTRIES, Messrs. GIOVANETTI, MACKEURTAN, WERTH, SAMPSON, HAWLEY, J. B. WESSELS, SCHOLTZ, HEYNS and STRACHAN.

FIRST REPORT.

Your Committee, having considered the subject-matter of the *Juvenile Affairs Bill*, referred to it, begs to submit an amended Bill in accordance with the leave granted by the House on the 23rd ultimo.

F. S. MALAN,
Chairman.

Committee Rooms,
House of Assembly,
6th June, 1921.

SECOND REPORT.

Your Committee, having considered the subject-matter of the *Regulation of Wages Bill*, referred to it, begs to submit an amended Bill in accordance with the leave granted by the House on the 23rd ultimo.

F. S. MALAN,
Chairman.

Committee Rooms,
House of Assembly,
17th June, 1921.

THIRD REPORT.

Your Committee, having considered the subject-matter of the *Apprenticeship Bill*, referred to it, begs to submit an amended Bill, in accordance with the leave granted by the House on the 23rd ultimo.

Your Committee also submits herewith the evidence taken on the subject-matter of the three Bills referred to it.

F. S. MALAN,
Chairman.

Committee Rooms,
House of Assembly,
24th June, 1921.

SPECIAL REPORT.

Your Committee begs specially to report to the House requesting leave to bring up an amended *Juvenile Affairs Bill*, *Apprenticeship Bill* and *Regulation of Wages Bill*.

F. S. MALAN,
Chairman.

Committee Rooms,
House of Assembly,
23rd May, 1921.

PROCEEDINGS OF COMMITTEE.

PROCEEDINGS OF THE SELECT COMMITTEE, appointed by Orders of the House of Assembly, dated the 6th and 8th April, 1921, on the subject-matter of the *Apprenticeship Bill* and *Regulation of Wages Bill;* the Committee to have power to take evidence and call for papers, and to consist of the MINISTER OF MINES AND INDUSTRIES, Messrs. GIOVANETTI, MACKEURTAN, WERTH, SAMPSON, HAWLEY, J. B. WESSELS, SCHOLTZ, HEYNS and STRACHAN.

Tuesday, 12th April, 1921.

PRESENT:

The Minister of Mines and Industries.
Mr. Werth.
Mr. Sampson.
Mr. Hawley.
Mr. J. B. Wessels.
Mr. Heyns.
Mr. Strachan.

Clerk read Orders of the House, dated the 6th and 8th April, 1921, appointing the Committee.

On the motion of Mr. J. B. Wessels,

Resolved: That the Minister of Mines and Industries be Chairman.

Clerk laid copies of the Bills upon the Table. [A.B. 10—'21.] and [A.B. 11—'21.].

The Chairman laid upon the Table the Reports of the Parliamentary Draftsman on the Bills.

The Chairman laid upon the Table a letter, dated the 8th instant, from the Secretary of the Worcester Chamber of Commerce, on the subject of the Bills.

The Committee deliberated and adjourned until Monday, at 10.30 a.m.

Monday, 18th April, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Mackeurtan.
Mr. Werth.
Mr. Sampson.
Mr. Hawley.
Mr. J. B. Wessels.
Mr. Scholtz.
Mr. Heyns.
Mr. Strachan.

Clerk read Order of the House, dated the 15th instant, referring the subject-matter of the *Juvenile Affairs Bill* to the Committee for enquiry and report.

Clerk laid copies of the Bill upon the Table. [A.B. 28—'21.]

Clerk laid upon the Table a memorandum prepared by the Secretary for Mines and Industries, on the origin of the *Apprenticeship Bill.*

The Chairman laid upon the Table:

(1) Letter, dated 14th instant, addressed to the Minister of Mines and Industries, by the Secretary of the S.A. Industrial Federation on the subject of the *Wages Board Bill* and the *Apprenticeship Bill.*

(2) Letter, dated 14th instant, addressed to the Minister of Mines and Industries by the Secretary of the Johannesburg Chamber of Commerce in support of the *Wages Board Bill.*

(3) Letter, dated 15th instant, from the General Secretary of the South African Federated Chamber of Industries, submitting a proposed itinerary of visits to be made by members of the Committee to certain local factories.

On the motion of the Chairman,

Resolved: That, in terms of Standing Order No. 233, the evidence given before the Committee be recorded and transcribed in narrative form.

Mr. Herbert Warington Smyth, C.M.G., Secretary for Mines and Industries, and Professor Fred. Clarke, Professor of Education in the Capetown University, and Chairman of the Juvenile Advisory Board, Capetown, were examined.

The Committee deliberated and adjourned until to-morrow, at 10 a.m.

Tuesday, 19th April, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Werth.
Mr. Scholtz.
Mr. Strachan.

Professor Fred. Clarke, Professor of Education in the Capetown University, and Chairman of the Juvenile Advisory Board, Capetown, and Mr. Herbert Warington Smyth, C.M.G., Secretary for Mines and Industries, were further examined.

The Committee adjourned until Monday, at 10.30 a.m.

Monday, 25th April, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Mackeurtan.
Mr. Werth.
Mr. Sampson.
Mr. Hawley.
Mr. J. B. Wessels.
Mr. Heyns.
Mr. Strachan.

The Chairman laid upon the Table a letter, dated the 20th instant, from the Secretary for Mines and Industries, forwarding copies of certain correspondence on the subject of the *Apprenticeship Bill.*

The Chairman read and laid upon the Table a letter, dated the 19th instant, from the Chairman and Vice-Chairman of the Durban Juvenile Advisory Board, in support of the *Juvenile Affairs Bill.*

Messrs. William James Laite, General Secretary, Messrs. Harold Evan Mossop, Arthur Aubrey Moss, Alfred Boag and Harry Charles Gearing, representing the South African Federated Chamber of Industries, were examined, and Mr. Laite put in a memorandum by the Engineers' and Ironfounders' Association, Johannesburg, on the subject of apprenticeship.

On completion of the evidence of the above witnesses, the Chairman left the room.

On the motion of Mr. Giovanetti,

Resolved: That Mr. Mackeurtan take the Chair.

Messrs. Alexander Innes and Charles Baker, representing the Cape Town Chamber of Commerce, were examined.

The Committee deliberated and adjourned until Monday, at 10.30 a.m.

Monday 2nd May, 1921.

PRESENT

MR. MACKEURTAN (Acting Chairman).

Mr. Giovanetti.	Mr. J. B. Wessels.
Mr. Sampson.	Mr. Scholtz.
Mr. Hawley.	

The Secretary for Mines and Industries was in attendance.

In the absence of the Chairman,

On the motion of Mr. Giovanetti,

Resolved: That Mr. Mackeurtan take the Chair.

Messrs. Herbert Janvrin Vincent and Mitchell Cooper, General Secretary and Vice-President respectively, of the Commercial Employees' Association, Cape Town, were examined.

The Committee deliberated and adjourned until to-morrow, at 10.30 a.m.

Tuesday, 3rd May, 1921.

PRESENT:

MR. GIOVANETTI (Acting Chairman).

Mr. Werth.	Mr. Hawley.
Mr. Sampson.	Mr. Strachan.

The Secretary for Mines and Industries was in attendance.

In the absence of the Chairman,

On the motion of Mr. Strachan,

Resolved: That Mr. Giovanetti take the Chair.

The Chairman laid upon the Table:—

(1) Copy of a telegram, dated the 30th ultimo, from the Mayor of Durban to the Minister of Mines and Industries, submitting a resolution adopted by the Durban Town Council, regarding Municipal employees.

(2) Letter, dated the 23rd ultimo, from the Bloemfontein Mercantile Employees' Association on the subject of the *Regulation of Wages Bill.*
(3) Letter, dated the 27th ultimo, from the Cape Peninsula Building Trades Joint Board, covering certain suggestions of alteration in the *Regulation of Wages Bill.*

Messrs. Robert Stuart, Secretary of the Cape Federation of Labour Unions, and Robert Graham Paterson, representing the S.A. Industrial Federation, Johannesburg, were examined.

The Committee deliberated and adjourned until to-morrow, at 10.30 a.m.

Wednesday, 4th May, 1921.

PRESENT :

Mr. Giovanetti. | Mr. Sampson.

In the absence of a quorum the Clerk of the House, in consultation with the Chairman and in terms of Standing Order No. 229 (1), fixed the next meeting for Friday, at 10.30 a.m.

Friday, 6th May, 1921.

PRESENT :

Mr. Sampson. | Mr. Scholtz.

In the absence of a quorum the Clerk of the House, in consultation with the Chairman and in terms of Standing Order No. 229 (1), fixed the next meeting for Monday, at 10.30 a.m.

Monday, 9th May, 1921.

PRESENT :

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Hawley.
Mr. Mackeurtan.	Mr. J. B. Wessels.
Mr. Werth.	Mr. Scholtz.
Mr. Sampson.	Mr. Heyns.

Mr. Herbert Warington Smyth, C.M.G., Secretary for Mines and Industries, was in attendance.

The Chairman laid upon the Table a letter, dated the 2nd instant, from Mr. H. Richards, Manager of Garlick's Store, forwarding a memorandum on the *Regulation of Wages Bill.*

Mr. Harry Osborne Buckle, President of the Transvaal Chamber of Mines, was examined.

The Committee deliberated and adjourned until to-morrow, at 10 a.m.

Tuesday, 10th May, 1921.

PRESENT:

MR. MACKEURTAN (Acting Chairman).

Mr. Giovanetti.	Mr. Scholtz.
Mr. Sampson.	Mr. Strachan.
Mr. Hawley.	

In the absence of the Chairman,

On the motion of Mr. Giovanetti,

Resolved: That Mr. Mackeurtan take the Chair.

The Acting Chairman laid upon the Table a letter dated the 9th instant, from the Secretary for Mines and Industries, forwarding copy of a letter from the Witwatersrand Council of Education on the subject of the *Apprenticeship Bill* and *Juvenile Affairs Bill*, together with a report of the Council, and a copy of a letter from the S.A. Industrial Federation, on the subject of the *Juvenile Affairs Bill*.

Mr. Robert Graham Paterson, representing the S.A. Industrial Federation, was further examined.

Mr. William Freestone, Inspector, Government Labour Department, was examined.

During the examination of the witness the Acting Chairman left the room.

On the motion of Mr. Sampson,

Resolved: That Mr. Giovanetti take the Chair.

The Committee deliberated and adjourned until to-morrow, at 10.30 a.m.

Wednesday, 11th May, 1921.

PRESENT:

MR. GIOVANETTI (Acting Chairman).

Mr. Sampson.	Mr. Scholtz.
Mr. Hawley.	Mr. Heyns.
Mr. J. B. Wessels.	

In the absence of the Chairman,

On the motion of Mr. Sampson,

Resolved: That Mr. Giovanetti take the Chair.

The Chairman laid upon the Table a letter, dated 10th instant, from Professor Fred. Clarke, in amplification of his evidence.

Mr. Bernard Price, representing the Victoria Falls and Transvaal Power Company, Limited, and the Rand Mines Power Supply Company, Limited, was examined, and put in copy of Trade Apprentice's indenture and summary of terms and conditions governing the employment of apprentices with the Victoria Falls and Transvaal Power Company, Limited.

Mr. Thomas Searle, representing Searles, Limited, Great Brak River, was examined, and put in letter, dated 3rd September, 1919, from J. K. Smith, George.

The Committee deliberated and adjourned until Monday, at 10.30 a.m.

Monday, 16th May, 1921.

PRESENT :

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.
Mr. Mackeurtan.
Mr. Sampson.
Mr. Hawley.
Mr. Scholtz.
Mr. Strachan.

The Chairman read and laid upon the Table :—

(1) Letter, dated 10th instant, from the Town Clerk, Cape Town, addressed to Mr. Purcell, M.L.A., on the subject of the *Regulation of Wages Bill.*

(2) Letter, dated 10th instant, from the Hon. Secretary of the Association of Certificated (S.A.) Mechanical and Electrical Engineers, Johannesburg, on the subject of the *Apprenticeship Bill.*

(3) Letter, dated 12th instant, from the Secretary of the Juvenile Advisory Board, Bloemfontein, embodying a resolution on the subject of the Bills being enquired into by the Committee.

The Committee deliberated and adjourned until Thursday, at 10 a.m.

Thursday, 19th May, 1921.

PRESENT :

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.
Mr. Mackeurtan.
Mr. Sampson.
Mr. Hawley.
Mr. Scholtz.
Mr. Heyns.
Mr. Strachan.

The Secretary for Mines and Industries was in attendance.

In the absence of the Chairman.

On the motion of Mr. Sampson,

Resolved : That Mr. Mackeurtan take the Chair.

Mr. Robert Allister, Manager of the Cape Times, Limited, Capetown, representing the National Industrial Council of the Printing and Newspaper Industry of South Africa, was examined, and put in letter dated 13th May, 1921, from the Chairman of the National Industrial Council of the Printing and Newspaper Industry of South Africa, Johannesburg, with regard to the *Apprenticeship Bill* and the *Regulation of Wages Bill.*

During the examination of the witness the Chairman entered the room and Mr. Mackeurtan vacated the Chair.

On the motion of the Chairman,

Resolved : That the Committee approves of the subject-matter of the Bills referred to it.

The Committee deliberated and adjourned until Monday, at 10.30 a.m.

Monday, 23rd May, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Mackeurtan.	Mr. Hawley.
Mr. Werth.	Mr. J. B. Wessels.
Mr. Sampson.	Mr. Strachan.

The Secretary for Mines and Industries was in attendance.

The Chairman laid upon the Table :—

(1) Letter, dated the 14th instant, from the Boksburg Municipal Employees' Association, on the subject of the *Regulation of Wages Bill.*

(2) Letter, dated the 17th instant, from Mr. H. O. Buckle, forwarding original letter from Mr. F. G. A. Roberts, Technical Adviser at the Transvaal Chamber of Mines, on the subject of apprentices.

On the motion of Mr. Sampson,

Resolved : That the Chairman specially report to the House, requesting leave to bring up an amended *Juvenile Affairs Bill, Apprenticeship Bill* and *Regulation of Wages Bill.*

The Committee deliberated and adjourned until Friday, at 10.30 a.m.

Friday, 27th May, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Werth.	Mr. J. B. Wessels.
Mr. Sampson.	Mr. Strachan.
Mr. Hawley.	

The Secretary for Mines and Industries was in attendance.

Clerk read Order of the House, dated the 23rd instant, that leave be granted to the Committee to bring up an amended *Juvenile Affairs Bill, Apprenticeship Bill* and *Regulation of Wages Bill* in terms of its Special Report, dated the same day.

The Chairman laid upon the Table a letter, dated the 18th instant, from the Women's Reform Club, Johannesburg, in support of the *Juvenile Affairs Bill.*

The Committee deliberated and adjourned until Thursday, at 10.30 a.m.

Thursday, 2nd June, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Hawley.
Mr. Sampson.	Mr. Scholtz.

The Secretary for Mines and Industries was in attendance.

The Chairman read and laid upon the Table:

(1) Letter, dated 26th ultimo, from the Honorary Secretary of the Transvaal Workers' Educational Association, Johannesburg, on the subject of the *Apprenticeship Bill* and the *Juvenile Affairs Bill.*

(2) Letter, dated 19th ultimo, from the Secretary of the Durban Municipal Employees Society, Durban, on the subject of the *Regulation of Wages Bill.*

The Committee proceeded to the consideration of the various Clauses of the *Regulation of Wages Bill.*

On Clause One,

On the motion of the Chairman,

Resolved: After "shall" in line 4, to insert "subject to the provisions hereinafter contained".

On the motion of the Chairman,

Resolved: That this Clause stand over for further consideration.

On Clause Two,

On the motion of Mr. Hawley,

Resolved: In line 12, sub-section (1) to omit "rate of wages" and to substitute "wage".

On the motion of the Chairman,

Resolved: That this Clause stand over for further consideration.

The Committee deliberated and adjourned until Monday, at 10.30 a.m.

Monday, 6th June, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.
Mr. Werth.
Mr. Sampson.
Mr. Hawley.
Mr. J. B. Wessels.

The Secretary for Mines and Industries was in attendance.

The Committee proceeded to the consideration of the subject-matter of the *Juvenile Affairs Bill,* referred to it.

On the motion of the Chairman,

Resolved: That the following amendments to the Bill provisionally adopted by the Committee be agreed to:—

In Clause One, sub-section (1), line 5, to omit "carry out such", and to substitute "exercise", and after "perform", to omit "such"; in lines 7 and 8, to omit "as may be prescribed by regulation"; in sub-section (2), line 11, to omit "in accordance with regulation, but"; in sub-section (3), line 23, to omit "and", and in line 24, after "thereof" to insert "and the limits of the area for which it is established"; in line 26, to omit all the words after "established" to the end of the sub-section; and in sub-section (6), line 40, to omit all the words after "expenses" to the end of the sub-section.

In Clause Two, paragraph (*e*), line 1, to omit "prescribing", and to substitute "defining"; and in paragraph (*g*), line 14, after "allowances" to insert "for out of pocket expenses".

In Clause Three, in line 24, after "who", to omit all the words to the end of the Clause, and to substitute:

(*a*) will, before the commencement of the following term, attain an age at which attendance at a school ceases by law to be compulsory for him; or
(*b*) is a candidate for an examination, the passing of which has the like effect as the attainment of that age; or
(*c*) having taking a course of education at a school more advanced than is required by law in respect of him, has notified his intention of leaving the school; or
(*d*) not falling under paragraphs (*a*), (*b*), or (*c*), has failed to return to school.

In Clause Four, in sub-section (1), line 36, after "who", to insert "at the date of this Act employs or thereafter"; in lines 38 and 39, after "established", to insert "or officer appointed"; in line 49, after "board", to insert "or officer", and to omit sub-section (2).

In Clause Five, in line 59, after "pounds", to omit all the words to the end of the Clause.

In Clause Six, in the definition of "Juvenile", line 66, after "who", to omit all the words to the end of the definition, and to substitute "was subject to laws relating to compulsory education, but shall not include any classes of persons exempted by the Minister".

In Clause Seven, lines 21 and 22, to omit "Juvenile Affairs", and to substitute "Juveniles".

On the motion of Mr. Sampson,

Resolved: That the Chairman report to the House bringing up an amended *Juveniles Bill*.

The Committee resumed the consideration of the various Clauses of the *Regulation of Wages Bill*.

On Clause Two, standing over,

On the motion of the Chairman,

Resolved: In sub-section (1), line 15, after "shall", to omit "pay to" and to substitute "remunerate", and in line 16, after "occupation" to omit "remuneration".

On the motion of Mr. Hawley,

Resolved: In sub-section (3), line 29, after "minimum", to omit "rates" and to substitute "rate".

Clause, as amended, put and agreed to.

Clause Three put and agreed to.

On Clause Four,

On the motion of the Chairman,

Resolved: To omit the first paragraph of sub-section (2), and to substitute the following:—

Every Wages Board so appointed shall be constituted as follows:

(*a*) The number of members shall not be less than four. There shall be an equal number of representatives of employers and employees chosen by the organisations, associations or trade unions or employers and employees concerned and any such organisation, association or trade union may also choose alternative representatives.

If at any time any such organisation, association or trade union considers that any representative chosen by it is no longer a suitable representative on the Board it shall notify the Minister and the Chairman to this effect in writing and at the same time the name of his successor. The notice shall become operative fourteen days after its receipt by the Minister and the new representative shall hold office for the unexpired period for which the former representative was chosen.

(*b*) Each member of the Board shall, subject to the provisions of paragraph (*a*), hold office for a period of three (3) years and shall be eligible for re-appointment.

(*c*) In case of sickness or absence of any member the alternate appointed may sit as a member of the Board for the period of such absence.

(*d*) Where there is no organisation, association or trade union which, in the opinion of the Minister, is sufficiently representative in any trade or occupation to elect members of the Wages Board in such trade or occupation, he may appoint such number of representatives from the rest of the trade or occupation in addition to those appointed by such organisation, association or trade union, or in lieu thereof, as he may consider necessary.

(*e*) The Chairman shall be elected by the members of the Board either from amongst themselves or outside their own number as those members may determine, and in case of their failure to do so the Minister shall appoint a Chairman who shall act in that capacity until such time as the Board may elect its own Chairman.

Before proceeding to the consideration of sub-section (3) the Chairman left the room.

On the motion of Mr. Giovanetti,

Resolved: That Mr. Hawley take the Chair.

On the motion of Mr. Sampson,

Resolved: In sub-section (3), line 20, after "any", to omit "other" and to substitute "such".

On the motion of the Acting Chairman,

Resolved: That this Clause stand over for further consideration.

On Clause Five,

On the motion of the Acting Chairman,

Resolved: In sub-section (2), line 37, after "of", to omit "the", and to substitute "representative".

On the motion of the Acting Chairman,

Resolved: To omit sub-section (3), and to substitute the following new sub-sections:—

(3) Whenever the chairman has been elected by the members of a board from amongst their own number, he shall have a deliberative vote only, and when otherwise appointed he shall have no vote.

(4) If the chairman is absent from a meeting of the board the members present may choose from among themselves a person to act as chairman at that meeting.

Clause, as amended, put and agreed to.

On Clause Six,

On the motion of Mr. Giovanetti,

Resolved : That this Clause stand over for further consideration.

The Committee deliberated and adjourned until Wednesday, at 11 a.m.

Wednesday, 8th June, 1921.

PRESENT :

Mr. Giovanetti.	Mr. Hawley.
Mr. Sampson.	Mr. J. B. Wessels.

The Secretary for Mines and Industries was in attendance.

In the absence of a quorum, the Clerk of the House, in consultation with the Chairman and in terms of Standing Order No. 229 (3), fixed the next meeting for Tuesday, at 10.30 a.m.

Tuesday, 14th June, 1921.

PRESENT :

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Hawley.
Mr. Sampson.	Mr. Scholtz.

The Secretary for Mines and Industries was in attendance.

The Committee resumed the consideration of the various Clauses of the *Regulation of Wages Bill*.

On Clause Seven,

On the motion of the Chairman,

Resolved : To omit sub-section (2) and to substitute the following :—

> (2) It may fix the minimum rate of wage which shall be payable to men, women and children respectively employed in the trade, or occupation carried on in the district or area for which it is appointed, and it may lay down the intervals at which such payment shall be made ; provided that in the case of children under 18 years of age, it may fix scales of wage in accordance with age and experience, but in no case shall such scale be based on quantity or output of work done.

On the motion of Mr. Hawley,

Resolved : In sub-section (4), line 13, to omit "rates of pay" and to substitute "rate of wage".

On the motion of Mr. Sampson,

Resolved : In lines 29 and 30, after "than", to omit "one month" and to substitute "fourteen days".

On the motion of the Chairman,

Resolved : That the second paragraph of sub-section (4) be altered to sub-section (5).

On the motion of the Chairman,

Resolved: In sub-section (6), line 45, after "(4)", to omit "and" and after "(5)", to insert "and (6)".

On the motion of Mr. Giovanetti,

Resolved: In sub-section (7), line 51, after "infirmity" to insert "age".

On the motion of Mr. Sampson,

Resolved: In line 51, after "renders", to omit "her or him" and to substitute "such person".

On the motion of the Chairman,

Resolved: That this Clause stand over for further consideration.

The Committee deliberated and adjourned until to-morrow, at 10.30 a.m.

Wednesday, 15th June, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Hawley.
Mr. Sampson.	Mr. Scholtz.

The Secretary for Mines and Industries was in attendance.

The Committee resumed the consideration of the various Clauses of the *Regulation of Wages Bill.*

On Clause Six, standing over,

On the motion of the Chairman,

Resolved: That the Clause be a sub-section (1), and that the following be a sub-section (2) to the Clause:—

> (2) Any officer or member of a Wages Board who shall disclose, except for the purposes of this Act, any information acquired by the Board in the exercise of its powers under sub-section (1) of this section, shall be guilty of an offence and shall be liable on conviction to a fine not exceeding fifty pounds.

Clause, as amended, put and agreed to.

Clause Seven, standing over, as amended, put and agreed to.

On Clause Eight,

On the motion of the Chairman,

Resolved: In lines 2, 4 and 7, after "trade", to insert "industry", and in line 4, after "occupation", to insert "or where in the opinion of the Minister suitable machinery for fixing of wages by conference already exists".

Clause, as amended, put and agreed to.

On Clause Nine,

On the motion of the Chairman,

Resolved: In sub-section (1), lines 15 and 19, after "trade", to insert "industry,", and in sub-section (3), line 24, after "makes", to insert "wilful".

On the motion of Mr. Hawley,

Resolved: In sub-section (1), line 17, after "from", to insert "fourteen days after".

Clause, as amended, put and agreed to.

On Clause, Ten

On the motion of the Chairman,

Resolved: In line 35, to omit "an", and to substitute "a"; in line 36, to omit "ordinary", and in the same line, after "worker", to insert "of ordinary skill and capacity".

Clause, as amended, put and agreed to.

The Committee deliberated and adjourned until to-morrow, at 10.30 a.m.

Thursday, 16*th June*, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Hawley.
Mr. Sampson.	Mr. Scholtz.

The Secretary for Mines and Industries was in attendance.

The Committee resumed the consideration of the various Clauses of the *Regulation of Wages Bill*.

On Clause Eleven,

On the motion of the Chairman,

Resolved: That this Clause stand over for further consideration.

Clauses Twelve to Eighteen put and agreed to.

The Committee deliberated and adjourned until to-morrow, at 10.30 a.m.

Friday, 17*th June*, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Hawley.
Mr. Werth.	Mr. Heyns.
Mr. Sampson.	

The Secretary for Mines and Industries was in attendance.

The Committee resumed the consideration of the various Clauses of the *Regulation of Wages Bill*.

Clause One, standing over, as amended, was put and agreed to.

On Clause Four, standing over.

On the motion of the Chairman,

Resolved: In sub-section (1), line 42, after "this", to omit "section", and to substitute "Act"; in sub-section (3), line 15, after "under", to omit "this Act or under"; and in line 21, after "members", to omit "shall", and to substitute "may".

Clause, as amended, put and agreed to.

On the motion of the Chairman,

Resolved: That the Committee revert to Clauses Five, Seven, Eight and Eighteen.

On Clause Five,

On the motion of the Chairman,

Resolved: In sub-section (5), to add at the end " but shall take no part unless requested by the Chairman ".

Clause, as further amended, put and agreed to.

On Clause Seven,

On the motion of the Chairman,

Resolved: In sub-section (4), lines 13 and 15, after " trade ", to insert " industry ".

Clause, as further amended, put and agreed to.

On Clause Eight,

On the motion of the Chairman,

Resolved: In lines 5 and 9, after " board ", to insert " or conference ".

Clause, as further amended, put and agreed to.

On the motion of the Chairman,

Resolved: That the following be new Clauses to follow Clause Ten:—

> 11. Every employer in any trade, industry, or occupation to which this Act applies, shall at all times cause to be kept a wages book showing correctly the names, sex, date of first employment and rate of remuneration of every person employed by him, and in the case of children under eighteen their age, and any employer, who makes default in complying with this section, shall be guilty of an offence and liable on conviction to a fine not exceeding twenty pounds.
>
> 12. Any employer who shall dismiss, except for good cause shown, an employee who shall have given evidence before any Wages Board, shall be guilty of an offence and shall be liable on conviction to a fine not exceeding fifty pounds.

On Clause Eighteen,

On the motion of the Chairman,

Resolved: In lines 21 and 22, to omit " Regulation of ", and in line 22, after " Wages ", to insert " Board ".

Clause, as amended, put and agreed to.

On the motion of Mr. Hawley,

Resolved: That the Chairman report to the House bringing up an amended *Regulation of Wages Bill.*

The Committee deliberated and adjourned until Monday, at 10.30 a.m.

Monday, 20th June, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Sampson.
Mr. Werth.	Mr. Scholtz.

The Secretary for Mines and Industries was in attendance.

The Committee deliberated and adjourned until to-morrow, at 10.30 a.m.

Tuesday, 21*st June*, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Sampson.
Mr. Werth.	Mr. Scholtz.

The Secretary for Mines and Industries was in attendance.

The Committee proceeded to the consideration of the various Clauses of the *Apprenticeship Bill*.

On Clause One,

On the motion of the Chairman,

Resolved: In sub-section (1), line 6, to omit "occupation" and to substitute "branch of trade designated by an Apprenticeship Committee appointed under this Act in any Industry"; in line 9, after "or" to omit "occupation", and to substitute "branch of trade"; after "a" in the same line, to omit "scheduled occupation" and to substitute "designated trade"; in sub-section (2), lines 12 and 14, to omit "occupation" and to substitute "industry", and in sub-section (3), line 21, to omit "occupation" and to substitute "industry".

Clause, as amended, put and agreed to.

On Clause Two,

On the motion of the Chairman,

Resolved: In paragraph (*a*), line 31, after "thereof" to insert "in any area in which the Minister has not established an Apprenticeship Committee or assigned an officer to act as such or"; in paragraph (*c*), line 36, after "to" to insert "any University or University College or".

On the motion of Mr. Werth,

Resolved: In paragraph (*c*), line 36, after "any", to insert "normal".

On the motion of the Chairman,

Resolved: To add at the end of paragraph (*d*) "or who is a registered student in engineering at a University or University College"; in paragraph (*f*), lines 4 and 5, to omit "to a scheduled occupation" and to substitute "in a designated trade".

Clause, as amended, put and agreed to.

Clause Three put and agreed to.

On Clause Four,

On the motion of the Chairman,

Resolved: In sub-section (1), lines 19 and 20, to omit "any scheduled occupation", and to substitute "a designated trade"; in sub-section (2), line 22, to omit "Save as specially provided in sub-section (3)", and to substitute "After the commencement of this Act"; in line 23, to omit "after the commencement of this Act", and to substitute "save as specially provided in sub-section (3)"; in line 24, to omit "scheduled occupation" and to substitute "designated trade"; in line 31, to omit "scheduled occupations" and to substitute "designated trades"; in line 34, to omit "scheduled occupation" and to substitute "designated trade"; in sub-section (3), line 36, to omit "commencement of" and to substitute "designation of any trade under".

On the motion of Mr. Scholtz,

Resolved: In sub-section (3), line 37, to omit "scheduled occupation" and to substitute "such trade".

On the motion of Mr. Sampson,

Resolved: In sub-section (3), paragraph (*a*), line 39, to omit "six" and to substitute "three".

On the motion of the Chairman,

Resolved: In line 40, to omit "after such commencement" and to substitute "thereafter".

On the motion of Mr. Scholtz,

Resolved: In sub-section (3), paragraph (*b*), line 46, to omit "this" and to substitute "such".

On the motion of the Chairman,

Resolved: In line 47, to omit "of apprenticeship".

On the motion of Mr. Sampson,

Resolved: In line 47, to omit "six" and to substitute "three".

On the motion of the Chairman,

Resolved: In line 48, to omit "from such commencement" and to substitute "thereafter".

Clause, as amended, put and agreed to.

Clause Five put and agreed to.

Clause Six put and agreed to.

The Committee deliberated and adjourned until to-morrow, at 10.30 a.m.

Wednesday, 22nd June, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Scholtz.
Mr. Sampson.	

The Secretary for Mines and Industries was in attendance.

In the absence of a quorum, the Clerk of the House, in consultation with the Chairman and in terms of Standing Order No. 229 (1), fixed the next meeting for to-morrow at 10.30 a.m.

Thursday, 23rd June, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Sampson.
Mr. Werth.	Mr. Scholtz.

The Secretary for Mines and Industries was in attendance.

The Committee resumed the consideration of the various Clauses of the *Apprenticeship Bill*.

On Clause Seven,

On the motion of the Chairman,

Resolved : In sub-section (1), line 17, after " person ", to insert " without the written consent of the apprenticeship committee ", and in sub-section (2), line 22, after " has ", to insert " in contravention of the preceding sub-section ".

On the motion of the Chairman,

Resolved : That this Clause stand over for further consideration.

On Clause Eight,

On the motion of Mr. Giovanetti,

Resolved : In sub-section (1), line 32, after " age ", to insert " or standard ".

On the motion of the Chairman,

Resolved : In line 38, to omit " scheduled occupation " and to substitute " designated trade " ; in sub-section (2), lines 40 and 41, to omit " scheduled occupation " and to substitute " designated trade ", and in line 42, to omit " occupation " and to substitute " trade ".

On the motion of the Chairman,

Resolved : That this Clause stand over for further consideration.

On Clause Nine,

On the motion of the Chairman,

Resolved : In sub-section (2), lines 57 and 58, to omit " Minister and of the ", and in line 58, after " committee ", to insert " or if there is no apprenticeship committee with the approval of the Minister ".

On the motion of the Chairman,

Resolved : That this Clause stand over for further consideration.

On Clause Ten,

On the motion of the Chairman,

Resolved : In line 5, to omit " any other authority " and to substitute " the inspector ".

On the motion of the Chairman,

Resolved : That this Clause stand over for further consideration.

On Clause Eleven,

On the motion of the Chairman,

Resolved : In sub-section (1), lines 15 and 16, to omit " occupation or group of scheduled occupations " and to substitute " industry ".

On the motion of Mr. Sampson,

Resolved : To omit sub-section (2), and to substitute the following :—

> Every apprenticeship committee so established shall be constituted as follows :—
>
> (*a*) The number of members shall not be less than four. There shall be an equal number of representatives of employers and employees chosen by the organisations, associations or trade unions of employers and employees concerned and any such organisation, association or trade union may also choose alternative representatives.
>
> If at any time any such organisation, association or trade union considers that any representative chosen by it is

no longer a suitable representative on the committee it shall notify the Minister and the chairman to this effect in writing and at the same time the name of his successor. The notice shall become operative fourteen days after its receipt by the Minister and the new representative shall hold office for the unexpired period for which the former representative was chosen.

(*b*) Each member of the committee shall, subject to the provisions of paragraph (*a*), hold office for a period of three (3) years and shall be eligible for re-appointment.

(*c*) In case of sickness or absence of any member the alternate appointed may sit as a member of the committee for the period of such absence.

(*d*) Where there is no organisation, association or trade union, which, in the opinion of the Minister, is sufficiently representative in any trade or occupation to elect members of the apprenticeship committee in such trade or occupation, he may appoint such number of representatives from the rest of the trade or occupation in addition to those appointed by such organisation, association or trade union, or in lieu thereof, as he may consider necessary.

(*e*) The Chairman shall be elected by the members of the committee either from amongst themselves or outside their own number as those members may determine, and in case of their failure to do so, the Minister shall appoint a chairman who shall act in that capacity until such time as the committee may elect its own chairman.

On the motion of the Chairman,

Resolved: That the following be a new sub-section to follow sub-section (5):

(6) Notwithstanding anything in this Act contained where the employer is a Government Department, the apprenticeship committee to be established to supervise and regulate matters connected with the conditions governing apprenticeship in such department in any scheduled industry shall be such persons as the Minister may appoint by regulation."

On the motion of the Chairman,

Resolved: That this Clause stand over for further consideration.

On Clause Twelve,

On the motion of Mr. Sampson,

Resolved: In sub-section (2), line 57, after "of", to insert "representative".

On the motion of the Chairman,

Resolved: In sub-section (6), to add at the end "but shall not take part therein unless requested to do so by the Chairman".

On the motion of the Chairman,

Resolved: That this Clause stand over for further consideration.

On Clause Thirteen,

On the motion of the Chairman,

Resolved : In sub-section (1), lines 5 and 6, to omit " scheduled occupation or group of scheduled occupations " and to substitute " designated trade ".

On the motion of Mr. Scholtz,

Resolved : In sub-section (2), line 12, after " age ", to insert " education ".

On the motion of the Chairman,

Resolved : That this Clause stand over for further consideration.

On Clause Fourteen,

On the motion of the Chairman,

Resolved : In sub-section (1), to insert the following paragraph to precede paragraph (*a*) :

> (*a*) it may designate the trade or branch of trade in any industry specified in the First Schedule to this Act to which the provisions of this Act in respect of apprenticeship shall become applicable.

On the motion of Mr. Sampson,

Resolved : In sub-section (1), paragraph (*a*), line 19, to omit " particular " and to substitute " designated ", and in the same line and in line 20, after " trade " to omit " or occupation ".

On the motion of the Chairman,

Resolved : That the following be a new sub-section to follow sub-section (1) :

> (2) In exercising the powers described in paragraph (*a*) of sub-section (1) the committee shall notify the Minister and the Minister shall publish a notice in the *Gazette* and in one or more newspapers circulating in the district or area concerned, of the trade or branches of trades in the industry which have been designated by the apprenticeship committee as a trade or branch of trade to which the provisions of this Act, in respect of apprenticeship, shall apply, and the said trade or branch of trade shall thereafter be a designated trade.

In sub-section (2), line 55, to omit " give notice ", and to substitute " publish " ; in line 57, to omit " of " ; in line 58, to omit " one month " and to substitute " fourteen days " ; in line 59, to omit " notice " and to substitute " publication " ; in the same line to omit " hear " and to substitute " after hearing ", and to add at the end of the sub-section " come to such a decision on the points considered as it may deem fit. If no objections are lodged within the said period, or after objections being lodged the committee has come to a decision in the manner aforesaid, it shall publish the decision arrived at " ; in sub-section (3), lines 61 and 62, to omit " give like notice of any " and to substitute " likewise publish the " ; in sub-section (4), line 3, to omit "notice" and to substitute "publication", and in line 5, to omit " notices " and to substitute " publication ".

On the motion of the Chairman,

Resolved : That this Clause stand over for further consideration.

On Clause Fifteen,

On the motion of the Chairman,

Resolved : In sub-section (2), lines 21 and 22, after " served ", to omit " by a member of the police force ".

On the motion of Mr. Scholtz,

Resolved: In sub-section (5), line 54, to omit "fifty" and to substitute "twenty-five".

On the motion of the Chairman,

Resolved: That this Clause stand over for further consideration.

Clauses Sixteen to Eighteen, put and agreed to.

On Clause Nineteen,

On the motion of the Chairman,

Resolved: After the definition of "apprentice", to insert the following definition:

> "designated trade" means a trade or branch of trade of an industry specified in the First Schedule to this Act in regard to which notice has been published in the *Gazette* under section *fourteen* (2);

to omit the definitions of "guardian" and "employee"; in lines 19 and 20, in the definition of "employer", after "apprentice" in each line, to omit "or minor"; in line 23, to omit "department of"; in the same line, after "Harbours", to insert "Administration", and in line 24, after "scheduled", to omit "occupation" and to substitute "industry".

Clause, as amended put and agreed to.

On Clause Twenty,

On the motion of the Chairman,

Resolved: In line 35, before "Act," to insert "Committees."

Clause, as amended, put and agreed to.

On the First Schedule,

On the motion of the Chairman,

Resolved: That the Schedule be omitted and that the following be substituted in lieu thereof:

FIRST SCHEDULE.

Industries to which the Act applies:

The Bootmaking Industry.
The Building Industry.
The Clothing Industry.
The Carriage Building Industry.
The Electrical Engineering Industry.
The Food (Baking, Butchery, Milling) Industry.
The Furniture Industry.
The Leather Working Industry.
The Mechanical Engineering Industry.
The Printing Industry.

On the Second Schedule,

On the Motion of the Chairman,

Resolved: On page 16, paragraph 2, sub-paragraph (*c*), to omit "shift worked" and the "ditto's" following; and on page 18, to add at the end of the form headed "To be filled in if apprentice transfers to another employer," the words:

"Registered at the Office of the Inspector of Apprentices this.............................day of................

....
Inspector of Apprentices.

Second Schedule, as amended, put and agreed to.

Third Schedule put and agreed to.

The Committee deliberated and adjourned until to-morrow at 10.30 a.m.

Friday, 24th June, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Scholtz.
Mr. Werth.	Mr. Strachan.
Mr. Sampson.	

The Secretary for Mines and Industries was in attendance.

The Committee resumed the consideration of the various Clauses of the *Apprenticeship Bill.*

On the motion of the Chairman,

Resolved: That the Committee revert to Clause Four.

On the motion of the Chairman.

Resolved: In sub-section (2), line 23, before "employ", to insert "or without the written consent of the apprenticeship committee."

Clauses Seven to Eleven, standing over, put and agreed to.

On Clause Twelve, standing over.

On the motion of the Chairman.

Resolved: Add at the end of sub-section (4), "In the event of an equality of votes on any subject, further consideration of that subject shall stand over to an adjourned meeting, at which meeting the Chairman shall have a deliberative as well as a casting vote on that matter."

Clause, as further amended, put and agreed to.

Clause Thirteen, standing over, put and agreed to.

On Clause Fourteen, standing over,

On the motion of the Chairman,

Resolved: In sub-section (1), paragraph (*a*), to add at the end the following further proviso:

> "and provided, further, that if in any designated trade the qualification laid down by apprenticeship committees differ in different areas, the Minister may make representation to the committees concerned with a view to arriving at a uniform qualification";

and to add at the end of paragraph (*c*) "except in the case of those employed in Government departments."

Clause, as further amended, put and agreed to.

On Clause Fifteen, standing over.

On the motion of the Chairman,

Resolved: That the following be a new sub-section to follow sub-section (5):—

> (6) Any officer or member of an apprenticeship committee who shall disclose, except for the purposes of this Act, any information acquired by the committee in the exercise of its powers under sub-section (1) of this section, shall be guilty of an offence and shall be liable on conviction to a fine not exceeding fifty pounds.

Clause, as further amended, put and agreed to.

On the motion of Mr. Giovanetti,

Resolved: That the Chairman report to the House bringing up an amended *Apprenticeship Bill.*

MINUTES OF EVIDENCE.

SELECT COMMITTEE ON SUBJECT-MATTER OF APPRENTICESHIP BILL AND THE REGULATION OF WAGES BILL.

Monday, 18*th April*, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Mackeurtan.	Mr. J. B. Wessels.
Mr. Werth.	Mr. Scholtz.
Mr. Sampson.	Mr. Heyns.
Mr. Hawley.	Mr. Strachan.

Mr. Herbert Warington Smyth, C.M.G., Secretary for Mines and Industries, and *Professor Fred. Clarke*, Professor of Education in the Capetown University and Chairman of the Juvenile Advisory Board, Capetown, examined.

1. *By the Chairman.*] (*Mr. Warington Smyth.*) I have drawn a memorandum on the Apprenticeship Bill giving shortly the way in which that Bill has come to its present stage, and that has been circulated among the members of the Committee. I have not given my memorandum on the Wages Bill because the Wages Bill arises out of the present Bill in existence for women and children and it is an adaptation of that Bill to adult employees, generally, male adult employees, I do not think that a memorandum is necessary, as Parliament passed that Bill as recently as 1918, and it is in operation to-day, but I may discuss what is the effect in operation. Then the Juvenile Bill, the third Bill, just referred to me, I have not prepared a memorandum on that because in the report of the Department last year, under the heading Labour Department, there is a long passage dealing with Juvenile Advisory Boards, which gives the whole of their inception and results achieved. I can read that if necessary. I can summarise it shortly. The idea of Juvenile Advisory Boards started in Durban: the first Board was appointed in Durban. The idea was that increased

difficulty was being found in the way in which boys leaving school at 14 were going into undesirable employment, and a number of citizens in various places took an interest in the matter and thought that some systematic method of getting hold of these juveniles after they leave school and trying to assist them to get into proper occupations was very much needed. After that the first Board was created. The Board assisted juveniles in that particular town to try and get better employment and not to get into blind-alley occupations. That was soon followed by others. A section of the report of last year says "during the latter part of the year 1920 new Juvenile Advisory Boards were appointed at Port Elizabeth, Germiston, Benoni and Krugersdorp, and for coloured juveniles a special Board was formed to operate in the Cape Peninsula. Boards of longer standing operate at Durban (1915), the Cape Peninsula (1916), Johannesburg (1917), Bloemfontein (1918) and Pretoria (1918)."

The Secretaries are officers of the Labour Department, and they carry on the administration work of the Board. The Board consists in each place of a number of persons selected by the various employers and workers organisations to represent them, together with a certain number of local persons of educational standing, all nominated by the Minister. It is voluntary work and they give their time to meetings and to this work. Now the work consists of several steps. First of all there is the difficulty of getting the names of lots of children leaving school; then there is a large amount of work connected with trying to place them, in finding out what their capacity is, and trying to place them suitably; this means work with employers as well as with the children's parents, and it has been extremely difficult to get some of the parents to see the larger interests of their children. As regards the details, I think it will be much more satisfactorily obtained from the evidence of Professor Clark, who has practical experience of the work. I am enumerating the difficulties of the work. Now so many people say what are the Boards doing. Each Board has arisen from local demand made in the centre itself by the people of that centre who are interested in this social necessity. The Department cannot be said to have pushed the thing. It has arisen from a natural and increasing demand in centres where the population is gradually growing. With regard to the question whether the Juvenile Advisory Boards should be under the Department of Mines and Industries or under the Education Department, I agree it is essential that they should be in touch with the Education Department. I am inclined to think, however, from the very practical aspect of the work done, that it is more to the advantage of the children that they bring the work in closest touch with the Labour Department. We have in each big centre a Government Labour Exchange, where any person out of employment can register his name in order to get employment in his own particular line. These Employment Agencies started getting work for juveniles, but they were quite unsuitable to do so. It was undesirable for children to be waiting at the door with the out-of-works. Objection was raised to the work being done in our Labour Employment Exchanges. The Juvenile Advisory Boards now act in one section of the building, so that the children are not mixed up with the other people. The Juvenile Advisory Board works in close contact with the Inspector of Labour, who knows the movements going on and the rates of pay of journeymen throughout the industrial life of the community, and he and his department are in close touch with the Board. I think from the work point of view it will be found that it is to the advantage and benefit of the Board to keep in actual touch with the Labour Department. But it is most essential to have educational representatives on these Boards. We also want to get the sympathy of the Education people; the principals of schools to give a list of scholars leaving. Being able to give that, will assist the movement; and so will the desire to place their scholars, and being interested in their pupils after leaving. The Boards have been working voluntarily so far. There was a conference last year at which the question of incorporation by Act of Parliament was discussed. I think Professor Clark will be able to give stronger evidence on that point. The general consensus of opinion was that unless the Board had some statutory support, they cannot use their influence in getting this information from principals of schools with regard to children leaving, and moreover, they cannot bring the necessary compulsion to bear on the parents. They considered that there should be some statutory obligation on the principals of schools to furnish the information, and that there should be some statutory obligation on parents to see that is so. That will ensure that the information we have is complete, and we shall have for future years a very valuable record of children leaving school, where they go to and what becomes of them. No authority can quote you to-day what is the position of the population of South Africa between the ages of 14 and 18.

2. *By Mr. Scholtz.*] All these members are voluntary. There is no statutory assistance.

3. *By Mr. Worth.*] The Boards have done good work already. You can be certain that a young fellow leaving school in a place like Durban or this city can with very little difficulty get a job. These people whom he can regard as his friends begin to assist him when he leaves school to find an avenue in life. There are many loopholes in the business, but to-day if you know of a youngster who wants work, send him to the Juvenile Advisory Board. A great deal naturally depends upon the employers and the state of trade and industrial market. I am satisfied that the Juvenile Advisory Boards are doing all that they can to place these young South Africans.

4. *By the Chairman.*] The Juvenile Advisory Board take cognizance of all young people, and not only those who want to go into skilled trades. For skilled trades we have got to consider that a long training is necessary. The Juvenile Advisory Board will try and select for a lad one of these, or get him a general occupation if he cannot get into a skilled trade.

5. *By Mr. Scholtz.*] It is done the moment the boy leaves school.

6. *By Mr. Strachan.*] At the present time I think only those boys leaving school are dealt with who either make application themselves to the Board or whose parents do it.

7. *By Mr. Scholtz.*] I think very strongly that an educationist should be on the Board. The Clause in the Bill with regard to the constitution of the Committee actually mentions it.

8. *By the Chairman.*] With regard to the Apprenticeship Bill I have handed in my memorandum. You can see the extreme importance of the three Bills being linked up together: the Juvenile Bill dealing with the child as he leaves school, the Apprenticeship Bill which carries him on to a trade, and the Wages Regulation Bill. As far as possible the Boards will keep into close touch and will be under the same Department. It is not possible to run all by one Board. The idea of the Apprenticeship Bill is self-government within the industry. An Engineer Apprenticeship Committee, say, will consist of engineers without any outside interference, while the Juvenile Advisory Committee consists of citizens of a wider outlook nominated from various interests. I think it would give rise to difficulties if these three Bills were drafted into one in three chapters, one Juveniles, one Apprenticeship and one Wages, because the applications and objects of the

Bills are different: the Wages Bill for instance being applicable in general trades and occupations will apply to the rates of pay in tea shops or haberdashery shops, but the Apprenticeship Bill is drafted to deal with skilled trades where a period of two, four or five years training is absolutely essential before a man becomes a skilled worker. I think it will be a mistake to interfere with the draft; it will lead to muddles if we put the three Bills together. They all deal with a separate issue and I should say for the sake of simplicity they should be kept separate.

9. *By Mr. Sampson.*] With regard to that portion of the Apprenticeship Bill and of the Wages Bill applying to skilled trades, I think it would be possible for the same Board to act for both in certain cases where the employer and employees in skilled trades are agreeable to arrange it. There is no obstacle in the Bills to appointing one committee for the two subjects. The Juvenile Board must be quite separate.

10. *By Mr. Hawley.*] With regard to your question as to whether I think the Boards could work together when taking into consideration the comparative powers given them under the Bills, I think if in any particular industry, there being an Apprenticeship Committee in existence, that industry comes forward and says we want a Wages Board, we can nominate the same persons. With regard to Wages Boards, with more highly organised industries there is a splitting up tendency, and this process is kept up as the industry becomes more and more developed. In certain cases we have to-day one Wages Board for the whole town dealing with all occupations.

11. *By Mr. Wessels.*] With regard to the establishment of a central board I think there is a great difficulty. Several persons have brought forward that proposal for a central board for wages to start with, but that is out of the question; you cannot have a central board representing boards from Capetown, Johannesburg, Durban, Bloemfontein, Kimberley, laying down the rates of wages in different shops in Capetown, East London and so on. It seems to me these things must be dealt with by the Board in that particular locality where they know all the facts. There would be endless trouble and correspondence and wasteful travelling to and fro to give evidence before the Central Board. It will have great powers and there will be constant complaints as to the decisions of this Board. If you get people to decide their own wages they cannot say outside influence has come to work. The same remarks apply with regard to apprenticeship: you want to have it all on the spot. You get the boy apprenticed, and

you must have a local committee who know the people in the trade to talk to them about the conditions in which the boy is working. A big central board would be out of the question. I don't think one board could run the three Bills.

12. *By Mr. Hawley.*] With regard to the question of the Wages Board dealing with Apprentices, if you get such a Wages Board, say in the engineering trade here in Capetown, and the Minister is satisfied that that Board is representative, there is nothing to prevent his appointing that Board to be the Apprenticeship Committee. My difficulty is this, if you have, like in Pietermaritzburg, a bigger Wages Board dealing with subjects one to eight, engineering, tea shop, boot shops, that Wages Board is not competent to be an Apprenticeship Board, though it is competent to deal with wages. I don't agree with you that because it deals with the different sections of wages it ought to be competent as an Apprenticeship Board. You will find that the Wages Board is to fix the minimum wage and to see that everybody gets the minimum wage, it does not fix the whole of the arrangements in the trade, the whole of the inner life of the trade. It has got to do with the minimum wage and the Apprenticeship Board deals with the conditions under which the apprentices are to work. The Wages Board deals with every industry and occupation under the Act. In certain cases the Wages Board is not constituted in such way as to be suitable for the purpose of apprenticeship questions in any particular industry unless in respect of unskilled industry only. Of course you can fuse the two, leaving the unskilled occupations alone.

13. *By Mr. Hawley.*] In the instance you quote where wages might be raised so high by a Board in one place as to drive trade away to another place, for which you suggest a central board or channel of appeal, I am of opinion that these things right themselves. At East London we have had a complaint that the minimum rates there have been too high and the work was going to Port Elizabeth. I think that is a thing that will right itself. Appeal was made to the Minister ; having regard to the fact that this Bill was coming along, we did not do anything. The argument is that the eyes of the citizens of East London must be open to the consequences, their fellow citizens will bring it home to them ; it is a question they can settle among themselves in order to attract trade.

14. *By Mr. Sampson.*] The Minister will be the authority to whom to appeal. If a boy requires five years' apprenticeship in a particular trade in Capetown he will also require

five years in Johannesburg or elsewhere. The Minister can lay down the period of apprenticeship.

15. *By the Chairman.*] (*Professor Fred Clarke.*) I am Professor of Education at the University, Capetown. I am Chairman of the Capetown Juvenile Advisory Board. I was Vice-Chairman from its inception in 1916 and have been Chairman for the last two and a half years. I was also Chairman of the Conference of Juvenile Advisory Boards, which met in Capetown in 1920. I was Chairman of the Apprenticeship Conference which sat here in Capetown and drafted an Apprenticeship Bill ; it was as Chairman of the Juvenile Advisory Board I was put in these positions. I have also had some experience as Chairman of a Wages Board here in the Cape Peninsula. I am really concerned most with the Juvenile Affairs Bill. The principle is to secure these boys passing into industries in such a way as to be to their advantage, and prevent their going into blind-alley occupations. A thing that impresses me is the necessity for a central body, central in the sense amongst the various diverse local industries, to watch over the interests of the juveniles. None of the machinery provided by the Apprenticeship Bill or the Wages Bill does that. For that reason I should be inclined to support Mr. Warington Smyth that the administration of the Juvenile Affairs should be entrusted to the Department of Mines and Industries. The problem is not an educational problem in the " school " sense, we take the pupils when they leave school and draft them into the industrial ranks. We want industrial benefit from them and they get a training which makes men and women of them, and not the kind of industrial half-breeds we have tended to produce up to the present. For that reason the industrial aspect is paramount as far as the administrative point of view is concerned, in addition to the further fact that there are five Education Departments in this country, their policy differs and there would be no consistency if you brought the work under the Departments of Education. A further point I should like to emphasise is the relationship between the work of the Juvenile Board and the bodies it is proposed to set up under the two Bills. The principle has been adopted in both Bills, the Wages Board and the Apprenticeship Bill, of autonomy for the particular industry. Take the case of the Apprenticeship Committee, in the engineering trade for example. It is dealing with all kinds of questions, first of all domestic questions which affect the engineering trade and to be applied to the engineering

trade only, and then in a much more important sense, the juvenile question, on which it may make a decision wich bears upon the whole policy of the State with regard to juveniles, and in regard to this decision, which differs from purely domestic affairs, it should be in touch with a body representing the juvenile as such. The same applies to the Wages Board in so far as fixing the wages of the juvenile and all domestic questions in which the juvenile generally and the welfare of the juvenile is concerned. I would not suggest that the Juvenile Advisory Boards should exercise any statutory authority over the Apprenticeship Committee and Wages Board. The Apprenticeship Committee .and Wages Board I regard as being on the flanks of the central body and would have to be able to work in close co-operation with it. Some of the particular ways it occurs to me cooperation might be achieved : indentures should be registered with the Juvenile Board in order that you may have all the information as regards juvenile industry of the district, and the Board should be able to call for the minutes of the Apprenticeship Committee and to have the minutes of the Wages Board in so far as they affect juveniles. In the constitution of the Apprenticeship Committee it should be regarded as desirable for one member at least to be also a member of the Juvenile Advisory Board.

That can all be provided for by administration. I feel. and those who have worked with me on the Juvenile Board. we are in the position of a man picking apples off a tree. We have all the apples we can reach from the ground and now ask Parliament to give us a ladder to get to the rest. Here in Capetown a number of big firms report to us every month the number of juveniles they employ and what they are doing and how they do their work, and we want power to deal with the residue. I have had a good deal of experience of working on these Boards, and a number of employers in Capetown have welcomed the principle. The effect is that a boy in their employ feels that he has got other people watching over him, that he has the interest of other people, and it has a remarkable effect upon the boy. Where the Juvenile Boards' difficulty lies is in obtaining all the necessary information to map out the ground for the boy. A good many take advantage of further educational facilities by attending finishing-off classes, but there are of course, some who do not make use of this. What is happening is, there is a very serious leakage going on amongst juveniles, they are not being made what they might be, and a good many of them will be lost to the civilised part of the industrial system altogether.

Tuesday, 19th April, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Werth.	Mr. Strachan.
Mr. Scholtz.	

Professor Fred Clarke, Professor of Education in the Capetown University, and Chairman of the Juvenile Advisory Board, Capetown, and *Mr. Herbert Warington Smyth*, C.M.G., further examined.

16. *By the Chairman.*] (*Professor Clarke.*) I am acquainted with the contents of the Juvenile Bill. I think I am satisfied with the general tenour of it; the whole thing is more in the nature of an experiment to give us powers and see what use can be made of it. I have consulted our secretary, and her opinion is that we can get on with these powers, and it is a matter for later consideration to see what further legislation is desirable or possible. I think the general feeling is that this is giving a start and we can get on. With regard to the *Apprenticeship Bill*, the Advisory Boards have constantly interested themselves in the question of apprenticeship. I may say I think this Bill has very largely originated out of the existence of the Juvenile Advisory Boards. A local conference was held in Capetown about two years ago, which was thoroughly representative, and met twice. I believe similar conferences were held in Johannesburg and Durban. That led to the committee being appointed by the National Industrial Conference, and it was that committee which drafted the bill. So that the Juvenile Boards have been active in bringing the matter forward by ventilation and action. With reference to the letter from the Chamber of Commerce from Johannesburg dealing with the Bill and the question as to what will happen in a particular trade where you have got a large number of apprentices and due to slackness of work in that trade the journeymen are reduced what will become of the extra number of apprentices in the meantime, I am afraid I am unable to speak to that as being in the chair at the Apprenticeship Conference. I do not remember that subject coming up in that form. Arrangements

are provided in the *Apprenticeship Bill* for the transfer of indentures. Probably that will depend upon the situation for the moment. I believe a situation like this has arisen on the Premier Mine. I know little about the details of industry, but I think it could be met by the provision made in the Bill for transfer of indentures and readjusting the proportion. With regard to the other question whether on introduction of the apprenticeship system a large number of men are to be thrown out of work who are at present in the industries but beyond the age to become apprenticed, I do not remember whether the committee came to any finding on that point. I do not think it did. My own view is that I would treat it parallel to the case of certification of teachers. If we put up a rule that teachers are not to be employed without a proper training certificate the Department would have to protect the people that were in before. The machinery set up within the industry could provide such protection. I am aware of the fact that in older industrial countries the apprenticeship system as was known formerly has very largely disappeared and found to be useless because the personal supervision which the journeyman tradesmen could give to the apprentice has disappeared with the introduction of machinery. I take it that the formation of an Apprenticeship Committee is to meet that situation by throwing responsibility therein, not on the particular journeyman, but on the whole industry. The Apprenticeship Committee seems to be the continuation of the educational machinery of the country and calls upon a certain body to do a certain part of the boy's education which that body can do and no other can. I think through control exercised through this committee you will get a proper training, perhaps not to excessive specialisation. A committee investigated all these matters in England about four years ago. The Wages Board is a piece of economic machinery by which you get an adjustment to meet the changes of the economic situation. The Apprenticeship Committee is part of the educational system of the country. It is also economic because it has an economic end in view, but its main function is as educational machinery. The two bodies may be separate in function, but there is no reason why they should not be similar in *personnel*. Training schools have been tried as a substitute for the training which an apprentice gets in the factory. The Apprenticeship Conference held here and the Apprenticeship Committee which represented the Union pronounced against the idea that trade schools can be an actual substitute. The feeling was that when a boy has to choose his line the trade school may be of value to him in helping him to discover his real bent, but it was a far better scheme to work at a trade and while working at the trade also to attend some class or school in the day or evening to make his trade more intelligent. My own feeling is that I would much rather leave it to the industrial machinery of the country—it is the educational machinery for that purpose. I have experience in training teachers, and that practical and technical knowledge can only be acquired by actually putting the learner in the school room and taking charge of a class. There is a great deal of use for an industrial school in close touch with the trades. One of its values, it provides scope by which the boy finds out his particular bent and may provide the means of giving him a wider grasp of the trade and, when finished, an intelligent man in his trade.

17. *By Mr. Werth.*] The Bill makes provision for a boy attending classes bearing upon his trade. One duty of the Committee is receiving returns from the trade schools on the work the apprentices are doing in those places. It will depend upon circumstances whether an apprentice should be given a credit so as to shorten his time in the factory if he is required to attend a trades school. The Apprenticeship Committee could be given some discretion, because there are trade schools *and* trade schools.

18. *By Mr. Strachan.*] With regard to your question on the system in the Technical Institute at Pietermaritzburg where the boys learn engineering and are granted a certificate after three years, whether I would be in favour of counting that as part of the boy's apprenticeship, I would not care to give a dictum on the point: I think the Apprenticeship Committee has the right to determine a point like that themselves.

19. *By Mr. Werth.*] It might be quite a feasible thing instead of requiring the boy concurrently to do his apprenticeship and attend a trade school to allow a shortening of the period of apprenticeship by six months for him then to attend the trade school to finish in his particular craft, but at the same time I feel it is as well for the boy to be in touch with an attitude towards his trade while actually pursuing his apprenticeship which is rather wider and more scientific than the practical attitude of the workshop. I would keep him in touch with both at the same time, with the workshop and the school where he has got to grasp the principles which enable him to see what his trade means. I may in addition state that it may be a useful thing before finally launching into

the trade to spend 6 months in further studying the general scientific bearings of his post, a system like that in Denmark. (*Mr. Smyth*). It has been mentioned that 2 years' service in a technical college is equivalent to eight or twelve months' apprenticeship, and apprenticed boys in certain trades will be reduced to this, a training of say four years instead of five. It is quite true that the Post Office have found difficulty in getting their youngsters to attend evening classes. After the day's work of about 8 hours they are tired and unable to concentrate their minds on the work. This has been recognised here, in Johannesburg and in Durban, and we are doing all we can to get classes in the day time. The Railway for example has a class on Saturday morning at Salt River to which their apprentices go, and other times during the week. It takes place in Railway time. The Post Office here has put up its own school in the Post Office and employs its own teachers. The Post Office messengers are in a different situation, they have no fixed times, they have to be there to take messages when wanted, they have to be on duty practically all hours of day and night. In addition to that the Juvenile Board here has been able to further the creation of other day continuation classes in town to which employers in town send their people in the employers' time, usually at the end of the day. It is not added to the pupils' work time. These classes were attended by 150 or 200 last year.

20. *By the Chairman.*] It is quite possible that that might lead to disorganisation of the industry if the apprentice withdraws while the ordinary work is going on. One feels that is a further reason for the Apprenticeship Committee and further proof of the wisdom of the principle of trade autonomy. The Committee will go into a matter like that, and it may be found desirable for the large industries in the principal centres to put up their own trade school for their own apprentices as is done in big industries elsewhere.

21. *By Mr. Strachan.*] I am in favour of the boy being apprenticed to an industry and attending school simultaneously. That I think ideally the best. It is the best way because in my own experience I have it illustrated in training teachers. It is very small use discussing with them for twelve months the principles of education with no accompanying practice, but put them in the school in time and they will realise the problems on the only field of battle. I think they must go together. (*Mr. Smyth*). Take the engineers here in Capetown, there would be three employers and three representatives of employees; they would be in touch with

the conditions in the trade all the time and say: "This system is not meeting the requirements of the case let us try some other scheme," and arrange for the boys to do so and so: these are details and they will be settled to the best interest of the industry and of the boys by those directly concerned in the industry. (*Professor Clarke*). There is a proportionate period provided for the apprentice to attend school in the Schedule, page 16. With regard to your question as to what would be done in country districts where there are no training schools at all, I have difficulty in answering that because I speak from the point of view of general principles. I do not know what organisation the Labour Department has in the country districts, whether representative in smaller centres. (*Mr. Smyth*) Our idea from the point of view of the Department is that the *Apprenticeship Bill* is only for skilled trades. In the outside districts you have very few industries carrying on on a large scale. There would, however, be no difficulty in carrying out this Act, by having an Apprenticeship Committee at, say, Fish River, and such places. We may have a few scattered cases like a blacksmith who is not able to learn the whole of his trade efficiently in the district, he can learn simple work but never become a skilled craftsman, and has got to go into one of the larger centres to complete his knowledge. That is a fact which you cannot alter by a Bill or otherwise. Harness making, which may be a country industry, is scheduled in the Act as one of the skilled trades. If you have a factory in the country you can take on an apprentice under this Act and have a little apprenticeship committee in the factory, and the apprentice can become a skilled tradesman there and go through the whole period. You settle in your own place what the requirements will be, and look to your own apprentice committee and look to the Minister in regard to the period to be adopted; you may say a lesser period is necessary out there. You have self government there in your own district. It is possible that when finished the apprentice need not move to Capetown or any other centre if he finds employment with your factory or another in the neighbourhood. (*Professor Clarke.*) We bring boys as far as from Clanwilliam to Capetown. We have so many cases that we have moved the Y.M.C.A. to put up a hostel in Capetown for these boys where they can live under proper supervision and quite cheaply and pay in such way that they can pay more when earning higher wages and so recover the whole cost. The Government contributed £3,000 towards the erection of this hostel because skilled trades can only be done in a factory.

22. *By the Chairman.*] With regard to co-ordinating the work of the Juvenile Board and the Apprenticeship Committee I was wondering whether provision could not be left to administrative arrangement. On the point I would like to quote what the Apprenticeship Committee which drafted this Act think about that :

"The simplest way to deal with the situation seems to be as follows, and is accordingly recommended unanimously :

(1) To transfer to the Apprenticeship Committees all the functions at present performed by Wages Boards in regard to apprentices.

(2) To constitute Juvenile Advisory Boards a statutory authority for the general supervision of the entrance of juveniles on employment and for the correlation of the work of the various agencies which are concerned in adolescent employment and welfare.

In particular the Juvenile Advisory Boards should :

(1) Act as Juvenile Labour Exchanges and become ultimately the only medium through which juvenile labour can legally be obtained.

(2) Be constituted as bureaux of advice and information for the various Apprenticeship Committees in the area.

(3) Regulate so far as they may the distribution of juvenile labour among the various trades and industries, particularly in the interests of the juveniles themselves.

(4) Promote and encourage the supply of means for the further education and general moral oversight of young persons engaged in employment."

What I think would be necessary, we should have all copies of indentures registered, and we should have copies of the minutes of the Apprenticeship Committee, and have copies of the minutes of the Wages Board in so far as they bear upon juveniles, and we should be recognised as the body to make recommendations to these other two bodies, not in any sense a mandatory body to these others to tell them what they ought to do, but the Juvenile Affairs Board should be the recognised body to make recommendations to a particular trade bearing upon the conduct of the trade in the general interest of the juvenile. That I think would meet the situation. I think it would be possible to meet this by administrative arrangement. On our own Board of about thirty members half of them might quite suitably be members of the Apprenticeship Committee. I am afraid I cannot give any information in regard to the skilled trades in the schedule of the Bill. (*Mr. Smyth.*) I believe that when the committee came to the schedule they were rather in a hurry, and they thought for a start off the list itself which they had would do, and I think they passed it like that. We have amended it departmentally to a certain extent, but I would like to say that it is not satisfactory, and the Chamber of Industries has pointed out that in some details it is rather wanting. I have got certain amendments to put before the committee later on, but my point is this, that you cannot become apprenticed to part of the process of an occupation. You cannot, for instance, to take the boot making industry, become a clicker or a machinist or a finisher. There is no such thing as apprenticeship to be a clicker only; he has got to be a bootmaker and learn all these five things, and therefore the list is somewhat misleading. They suggest our taking out the word "occupations" up above in the head line and say "trades to which the Act applies." Now trade is defined as the skilled occupation of a tradesman, a man who knows all the processes in that skilled occupation, and if we use it as it is understood by the Trades Unions we shall be giving a proper definition of the class of thing we want the boy to learn. It is suggested to take out "occupations" and put in "trades" in the Act and simplify the schedule, making it clear that the boy becomes an apprentice to learn a trade. I think the bootmaking industry is where we have gone wrong, probably most of the others are more or less right. Take the building industry, those are all different trades, brickmaker, paper hanger, and so on. If we have "trades" on the top then it explains itself. (*Professor Clarke.*) There is one point that has need for some definition, what is meant by employment in a scheduled occupation. If you take sub-section (2), Clause Four, there is an effective part of compulsion in that sub-section: "save as specially provided in sub-section (3) no person shall after the commencement of this Act employ in any scheduled occupation for a longer period than three months." In a big factory a good many juveniles would be employed who are not actually employed in a trade. With regard to workmen employed in factories who by reason of lack of education or capacity will never become skilled tradesmen, they will not be excluded, you must have them in. May I point out a practical difficulty that has been raised. You might have this kind of thing: a young boy wants to get into a factory as an apprentice; there is no room for him at the moment, they say, but he can be taken on for a little while. As the Act stands, if such be regarded as employment in a scheduled trade, the factory cannot keep him more than six months. (*Mr. Smyth.*) The Department's attitude is this, that while a reputable firm—say the Cape Times printing people—might *bona fide* be willing to take on a boy and say to him, you can stay with us until we have room for you; for every one firm of that kind there are certain other firms who will take advantage of the possibility of any loophole, and will have five or six boys waiting, as they say, for apprenticeship, whom they will employ as helpers and for whom they will do nothing in really teaching them the trade, and then they turn round and say the boys are not fit for anything. There are a large number of employers of that kind. We say a scheduled occupation means if a boy is employed in any of the operations of a skilled trade he must be apprenticed. If running round with messages or running about upstairs carrying things about he is simply a helper and is not employed in a scheduled trade. (*Professor Clarke.*) That is where the Juvenile Board would come in: if it has all the information it would know about this boy. In the meantime nobody knows about it.

23. *By Mr. Strachan.*] I have heard that there has been considerable opposition to the Bill. I think it might well be said that there is nothing in this Bill that has not been agreed to by a large representative meeting of employers and employees here in Capetown.

24. *By Mr. Werth.*] The chief opposition comes from the country districts, they are afraid it is inapplicable to the conditions there. (*Mr. Smyth.*) They do not realise it is only for the skilled trades. This Bill is naturally limited in its application. There is opposition to the *Wages Board Bill*; I have not heard so much to the *Apprenticeship Bill.* With regard to small printers, such as you quote, some of the small printers are the worst sweaters and employ a poor class of labour, they take advantage of low class labour and make them do everything, and they just carry on and teach them nothing. Of course, in a small place they can in some cases learn their trade properly, but in certain particulars, before they can become thoroughly skilled they will have to come to a big centre. (*Professor Clarke.*) Here is where the Juvenile Board comes in. What is there to prevent the Central Board at Bloemfontein having a sub-committee, say, at Kroonstad, working in conjunction with it, and using their whole power to secure the interest of the juvenile. I think these Boards might be able to reach in to the country areas quite effectively, if they use the After-care Visitors' system, who work in conjunction with the Boards and send

reports to them. It is purely a matter for organisation, and the Board at Bloemfontein might meet the situation at Kroonstad. (*Mr. Smyth.*) The small employer says you are establishing a system, you are going to compel me to apprentice these lads, you are going to blot me out, and I do not know why; and that is an attitude that we have got to consider. (*Professor Clarke.*) It will be a matter for the committee to decide in the case of a small employer with several boys how many boys will be left with him, taking into consideration the fact whether he takes a personal interest in his business and whether the boys are likely to learn there as much as in a bigger establishment. A boy having three years in Kroonstad could go to a bigger place to complete his apprenticeship.

Monday, 25*th April*, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.
Mr. Mackeurtan.
Mr. Werth.
Mr. Sampson.
Mr. Hawley.
Mr. J. B. Wessels.
Mr. Heyns.
Mr. Strachan.

Messrs. *William James Laite*, *Harold Evans Mossop*, *Arthur Aubrey Moss*, *Alfred Boag* and *Harry Chas. Gearing* (representing the S.A. Chamber of Industries), examined.

25. *By the Chairman.*] (*Mr. Laite.*) I am a witness for the Chamber of Industries, of which I hold the position of General Secretary. I have been deputed by the Chamber (by resolution of its Executive Council) to give evidence before this Select Committee. I notice there are three Bills referred to this Committee for enquiry and report, but I only wish to give evidence on the *Apprenticeship Bill* and *Wages Board Bill*; the Chamber is not interested in the other. I think it will be necessary for me to deal with these two Bills in detail. I have prepared some notes on the different clauses to which we take exception, and propose to draw the Committee's attention to the various points raised clause by clause. If the points I desire to make are not sufficiently clear the members of the Committee can then ask questions to elucidate the position. I propose to start with the *Apprenticeship Bill*, but I understand there are one or two general questions which

you would first like to put. The Chamber of Industries have had opportunities of going into this Bill; they have had sub-committees sitting on it both in the North and the South. Their general attitude to the Bill is that they are fully in sympathy with the principle. I should like to say first of all that the manufacturers are strongly of opinion, while accepting the principle of both Bills, that they are too previous. We think that before you begin to create idealistic legislation which is purported to have a beneficial effect upon the operators in the factories, you must first stabilise the conditions which will enable you to carry on your factories; there is a strong feeling permeating the manufacturing community to-day that the Government is lacking in this regard, and that it would be better for the country if the Government and Parliament centred its activities on the conditions I have referred to rather than going in for idealistic legislation yet awhile. Having uttered that protest we are prepared to do all we can to assist the Committee to get the two Bills into working order. They are very largely a result of the sentimental leanings of a section of the community towards the ideal, and we are prepared to go with them if the Committee will help us to make them practicable Bills. To-day many of the clauses are impracticable. Commencing my criticisms in detail, the first thing I want to refer to is Clause Four, sub-section (2). The present wording is apparently meant to apply to male and female, and we suggest in line 4 of this sub-section the insertion of the word "male" so that it will read "any male minor otherwise, etc." We do that because if we rightly understand the Schedule, the Bill really applies only to skilled trades, and it is therefore not intended to apply to females.

26. *By Mr. Sampson.*] I was not aware that there were female workers employed as apprentices to skilled trades, nor did I know there was a journeyman lady monotype operator working in Cape Town. We have never looked upon the composing room as a fit place for a woman to operate in, and I should be surprised to learn that the Unions have accepted a principle of that kind. We, as a Chamber, feel that it is not an industry that should be recognised as suitable for the employment of female labour.

27. *By Mr. Mackeurtan.*] I take it that the Bill does not apply to clothing factories and tailoring places where they have machinery; but we can, perhaps, go into this question when we deal with the Schedule.

28. *By the Chairman.*] The next point I wish to raise is in connection with Clause Four, sub-section (3) (*b*). I have read that through a good many times, and I have had a sub-committee sitting, who have read it through also; but we frankly admit our inability to make sense of it. We have no objection

to it, except that it does not seem to convey anything; we cannot understand what is meant by it. It states, "if the minor is not employed under a written contract of apprenticeship the provisions of this Act shall in relation to any unexpired period of this contract of apprenticeship, apply as from the expiry of six months from such commencement." We cannot make out exactly what is meant. If a person is not employed under a written contract, how can the provisions of a written contract apply to the unexpired portion? From your explanation it seems that persons may be employed under an unwritten contract; in this case, I think, it should be a little plainer to the uninitiated. The next clause that I would like to draw attention to is Clause Eleven, sub-section (2) (*d*). We say that provision should be made for the Minister to appoint a chairman in the event of members of the committee being unable to agree upon the question. The chairman elected from their own members should have a deliberative vote only. If an outside chairman be appointed, he should have no vote, but only assist in the discussion. There is no provision for the Minister having the right to appoint a chairman; and, if two sections disagree, there is nobody to intervene to appoint a chairman. The next matter is Clause Twelve, sub-section (6). We suggest the addition of the following words at the end, "but shall take no part therein." Then it would read, "The minutes of proceedings of an apprenticeship committee shall be open to inspection at all reasonable times by an officer designated by the Minister, and such officer may also attend any such meeting, but shall take no part therein." We do not think he should have the right to influence the decisions arrived at. His position is to record them, and we think it advisable that these words should be included. I do not think we could raise any objection if he were asked to express an opinion; we are anxious to avoid his taking part, as a right, in influencing the decision. It may be that the officer may be able, on occasions, to throw some light on questions, and we have no objection to the chairman asking him questions. The officer should have the right to attend, but should not take part, unless requested to do so by the chairman. The next clause which I should like to touch upon is Clause Fourteen, sub-section (1) (*b*). This is a most important matter, and seems to be the crux of the whole Bill. It raises the question of the committee having the right to appoint the number of apprentices in a given industry. In this connection I want to hand in, for the Committee's information, a document which has been prepared by the Engineers' and Iron Founders' Association of the Union, and which has been discussed thoroughly, and represents the views of those bodies from all parts of the Union.

It is contended that the number of apprentices in skilled trades should be left to employers and employees, and not to settlement by the committee. It is pointed out that the employer is in a position to give the boys an adequate training. There are various arguments put up in the document, such as this being a new country, there are numbers of applications from boys leaving school, wanting to learn various skilled trades; but some of the Unions prevent their being so employed. As a result we have to send boys oversea to learn the trades. We think the whole position is one which should have the serious consideration of this Committee, before the Government is definitely committed to a Bill of this kind. (*Memorandum put in.*) In some cases the Unions have prevented boys becoming apprentices beyond a certain ratio, and were even prepared to call a strike unless their views were accepted. There is nothing voluntary about it. Employers, to save themselves trouble through strikes, have had to accept the position, regardless of its effects on the youth of the country. This document represents the considered views of an important organization, and I would rather the Committee take those views than my own on this question. We do not think an outsider has sufficient knowledge to enable him to adjudicate properly: you must have men in the trade. It might be possible to have Advisory Committees in big towns but I would prefer to refer you to the memorandum of the Engineers' and Iron Founders' Association, which claims that the clause, which reads, " (*b*): it shall determine from time to time the proportion of apprentices to the number of journeymen who may be employed," should be omitted. That Association prefers that the number of apprentices in the engineering trades should be such as can adequately and efficiently be trained. This is the first point. Then, turning to the Schedule on page 14 of the Bill, we suggest that, under " Printing Industry," should be added the words " Letter Press," before " Machine Minder "; so that it will read, " Letter Press Machine Minder." This suggestion came from the Master Printers' section of my Association.

29. *By Mr. Sampson.*] I take it the words " Letter Press " would not have the effect of excluding " Lithographers," because that trade is already provided for under this head. I could not say whether that applies to a " stone hand," but, in any case, this suggestion came from a practical body which has given the matter every consideration.

30. *By the Chairman.*] My committee was strongly in favour of asking the Select Committee to eliminate " occupations " right through the Bill; but it appears it is a definition which it would be difficult to eliminate. What we want is that the whole purpose of the Bill should be confined to skilled trades. You cannot apprentice anybody to semi-skilled or unskilled

trades; and the word "occupations," if applied to skilled trades, seems to be useless. On the same page—also under the First Schedule—under the heading of "Leather Working Industry," there appears the word "Currier"; we suggest that that word should be eliminated. Currying is purely a mechanical operation, done by machine, and nowhere is a boy apprenticed to currying. Perhaps Mr. Mossop can speak more authoritatively on this point. (*Mr. Mossop.*) I note the word "Currier" is included in the Schedule under the head of "Leather Working Industry." Currying, although in existence some thirty years ago, is practically now defunct, owing to modern methods of dressing leather. We have in our factory two curriers who have been trained as curriers; they actually do not do any currying work. There are 45 different designations of workers in tanneries, but none of them are described as curriers.

31. *By Mr. Sampson.*] It is not that another name has been found for that occupation; currying does not exist to-day; the process has been superseded by more modern methods and the work has been split up. (*Mr. Laite.*) The next point also under the Schedule is in regard to the Bootmaking Industry. There we wish to eliminate the words "Machinist," "Maker" and "Finisher," and to insert the word "Laster"; so that there are three really skilled operations to which boys can be apprenticed with justification, so as to enable them to secure a decent livelihood. These are "Clicker," "Pressman" and "Laster." I am told that they are the three important skilled operations, and that the others are occupations which can be done by juvenile or unskilled labour, and are not such as it would be advisable to apprentice boys to them. Perhaps Mr. Moss, as a representative of this trade, will amplify this. (*Mr. Moss.*) We contend that there are only three departments in the bootmaking industry which justify any youth being apprenticed to them: that is, the Clicker, the Pressman and the Laster. In the Schedule appears the term "Machinist." Well, a machinist in the Bootmaking Industry is confined to machining the uppers and soles. Certainly, in the sewing room an operator can become an expert, but that does not justify anyone serving a term of years in this particular capacity. You have also the term "Maker" down here; that really means "Lasting." In the Bootmaking Industry, the lasting room is often referred to as the making room; and we wish to substitute the proper name of the trade, viz., Laster. A maker is really a man who does the bespoke work, who makes the boots to measure; but that does not apply to a factory at all.

32. *By Mr. Giovanetti.*] It would be possible for a boy to be apprenticed to a bespoke bootmaker, but the difficulty is

to find men to train them in this country. (*Mr. Laite.*) That could be done without it being included in the Bill. (*Mr. Moss.*) There are at present very few men in South Africa to instruct anybody to make boots by hand; bootmakers generally buy the uppers, and the upper making is a separate industry altogether. With regard to the finishing, that occupation does not justify anybody serving a term of years to learn it; boys, women or men can soon learn finishing; and we think it would be doing a boy an injustice to bind him down to either of these occupations.

33. *By the Chairman.*] The three trades, viz., "Clicker," "Pressman" and "Laster," would be sufficient for the bootmaking industry. I understand that you have some suggestions from outside that, even if the industry was confined to those three trades, there would be too many trades, and it is suggested that the whole matter of bootmaking should be one trade. This, however, is quite impracticable; the operators would not become sufficiently expert; what South Africa is crying out for is experts in every industry. We think the three trades referred to would cover the ground. (*Mr. Laite.*) The next point is in regard to "Other Woodworking Industries." Under that heading, we suggest that the word "Coach Builder" should be omitted, and the trades of "Carriage Maker" and "Metal Beater" should be inserted. "Coach Builder" is a definition applying to a man who actually supplies coaches to customers. Perhaps Mr. Boag will explain this matter more satisfactorily than I can. (*Mr. Boag.*) With regard to the term "Coach Builder," that embraces everything. You put that on your signboard, and it implies that you do everything in regard to horse vehicles. It is a term, meaning the industry the employer is carrying on; all the apprenticeships are combined inside this term "Coach Builder." Since the motor business developed, the various trades have been termed "Body Maker" and "Panel Beater" or "Carriage Maker." I would suggest "Carriage Maker" and "Body Maker"; these two embrace everything; they are not the same. The carriage is that part which would now be called the "Chassis"; there were no chassis before.

34. *By Mr. Sampson.*] The men employed at the Salt River Works to build coaches are "Body Makers." There are only two things attached to the woodworking belonging to vehicles, and that is, the body and the under carriage; and while the word "Printer" may cover everybody in the printing trade, the term "Coach Builder" does not have that effect. (*Mr. Laite.*) It is not a fair argument, because nobody is apprenticed to be a Printer. (*Mr. Boag.*) I suppose this has developed as a result of ancient history. There were coach builders when coaches were built, and the name does not appear

to have been altered until some 30 years ago, when it became the custom to refer to the people working at this occupation as "Carriage Builders"; then, during the last thirty years, there has been another change, broadly speaking, in the woodworking industry: a "Carriage Maker" would mean a man who makes the under parts, and a "Carriage Builder" would mean a man who makes the body, but he is a "Body Builder."; there is no such thing as a "Coach Builder." This is a general term which includes both of them. If you want to cover the whole ground, you have to split up coach building into two: the "Carriage Builder" and the "Body Builder."

35. *By Mr. Strachan.*] I have not taken carriage painting into consideration; I was only speaking of woodworking. I would suggest that, instead of "Carriage Trimmer," it should be "Coach Trimmer." To call a man a "Carriage Painter" now embraces both the body and the other part.

36. *By the Chairman.*] A "Carriage Trimmer" and a "Coach Trimmer" mean the same thing, except that it is 35 years since I built a coach, and probably no one has built one since. Therefore the word "Coach" ought to be put out. The term "Carriage Painter" applies more generally. Therefore, we get "Carriage Makers" and "Body Makers," and "Carriage Painters" and "Carriage Trimmers." These terms embrace everything. As to whether I prefer the term "Carriage Painter," as a matter of fact, there is no trimming on the carriage; it is only on the body. With regard to the term "Metal Beater," since the motor trade came to the front, instead of having wooden panels jiggered in as we used to have them, they are now making the frame of woodwork, and the "Panel Beater" is the man who covers it with steel panels. I suggest that the term metal worker should be included as one of the trades under this heading.

37. *By Mr. Sampson.*] With regard to the man who fits in the metal into the carriages, this is more on the mechanical side of the matter; it is not included under this heading; we never touch the machinery; that comes to us ready; the "Chassis Maker" and the "Coach Builder" are different people altogether; the former are engineering people.

38. *By Mr. Strachan.*] Wagon Making is a trade, I think, but that would come under the head of "Wheelwrights" or "Cartwrights."

39. *By Mr. Mackeurtan.*] I consider that a "Wagon Bodymaker" would be included under the term "Cartwright", or "Wheelwright." We have not considered that as being connected with our trade.

40. *By Mr. Strachan.*] I understand that "Wagonmaking" is a big business in Natal; but the term "Wheelwright" means something different from "Coachbuilding" or "Body-

making." It includes the man who makes wagons or carts and anything of that kind. At any rate, "Wagonmakers" and "Wheelwrights" or "Cartwrights" are generally considered to mean the same thing.

41. *By the Chairman.*] (*Mr. Laite.*) Under the head of "Food Industry," in this Schedule, there appears the term of "Baker and Confectioner." This seems to be a descriptive term, signifying the employer, or the man who sells the goods. As a suitable term to describe the operator, we think, the two headings should be "Breadmaker" and "Pastry Cook." These two terms will cover everything generally associated with the word "Confectioner," other than the making of sweets. Of course, this is not intended to cover the sweet industry at all. These are two distinct trades in connection with the "Confectionery Industry." A man who is a skilled "Breadmaker" is not necessarily a "Pastry Cook," and *vice versa.* I understand that the making of sweets is purely unskilled work all through; the only skilled men in this industry being the chemists and the engineers who run the machinery. If the suggestion be adopted, there would then be four trades under this heading, viz., "Breadmaker," "Pastry Cook," "Butcher" and "Miller." The next matter to which I want to refer is also under this Schedule, namely, the "Building Industry." In this connection we suggest the omission of "Zinc and Sheet Metal Workers." I am advised that this is not an industry to which a boy can be apprenticed as he could not make his living at it. The Tin and Sheet Metal Workers are concerned with the making of tins to put tobacco in, and so on. I think perhaps "Plumber" should be put under a separate heading. The last criticism I would like to make on this Schedule is in the last line under the heading of "Mechanical Engineering Industry." The words "Winding and Stationary Engine Driver" should be eliminated. In this connection Mr. Gearing is here, and will tell you it is not a suitable trade to which a boy should be apprenticed. Engine drivers are generally men who have been stokers. The art and craft of driving engines may have something to do with winding engines on the mines, but otherwise a boy should not be apprenticed to that as a trade. If "Winding Engine Drivers" has reference to the mines, then we have no evidence to offer on this point. (*Mr. Gearing.*) "Stationary Engine Driving" is not a business that one would apprentice a boy to. Men occupied in Stationary Engine Driving are usually firemen, who have been on the boiler for some years and have ultimately got on to the engine. They are not skilled men; their work is entirely unskilled labour, and it would not be advisable to apprentice a boy to this work, because it does not represent a trade. A locomotive

engine driver does not come within the term, because that is not a stationary engine. I have no particular knowledge of locomotive work, but I understand that the men who become locomotive engine drivers have worked generally through the cleaning sheds, and have had some mechanical training. (*Mr. Laite.*) It is the " Stationary Engine Driver " as a trade that we object to. With regard to the man who drives a municipal roller, generally he is a man who has formerly worked as a fireman, and who has been promoted. We suggest that the term " Stationary Engine Driver " should be taken out. In connection with the Second Schedule, we suggest that subsection (2) (*c*) should be altered; so that, instead of providing for wages to be paid according to " shift worked," it should be paid " per week " or " per month "; such a term as " shift worked " conveys no meaning to us, or to the average factory operator. If this suggestion be adopted, it would be something which we could all understand in connection with factories. There is just one other point which I should like to raise. Right through the Bill, no provision is made, as far as we can see, for covering the difficulty which will arise, in the event of the marriage of a female apprentice, because with the marriage all contracts are cancelled under the common law. There is no provision in the Bill for meeting that at all. We suggest that the Committee take that into consideration or make the Bill apply to males only.

42. *By Mr. Giovanetti.*] I see, under the heading " Clothing Industry," in the First Schedule, there is mention of " dressmaking " and " milliners "; but they do not come within our ken; we have not gone into these occupations. If you are going to include females, we think there should be some clause to cover the point I have referred to. I have omitted one small point: there is no provision in the Bill for meeting the position of operators at present engaged without apprenticeship, who are nearing the age of 21, and whom it would be obviously impossible to apprentice at this late date.

43. *By Mr. Strachan.*] I did not include the trade of " grocer " under the heading of " Food Industry." The Committee can get the information under that heading from the Chamber of Commerce; we cannot give you evidence on that point. This Bill gives the Government the power to bring other occupations under its operations; but no such steps should be permitted without consultation with employers, and it is obvious that such a Bill, to be workable, can only apply to skilled trades.

44. *By the Chairman.*] With regard to the Wages Board Bill, Clause One provides that the Act *shall* apply in respect of all persons employed in any trade or occupation, but Clause 4 provides that the Minister *may* from time to time

appoint a Board in a particular trade or occupation. Either in Clause One the word *shall* must be altered to the word *may* or in Clause Four the word *may* must be altered to the word *shall*. As it is, it does not read right. Clause One provides for contracting the Government out of the Bill, and also employees in agriculture. We take strong objection to that. What is sauce for the goose should be sauce for the gander, and if the Government thinks the provisions of the Wages Board Bill are good for the producing community of the Union, we think the Government should also come under the same clauses, and feel some of the drastic provisions of the Bill. In regard to employees in agriculture, we admit that it would be more difficult because of the difficulty of knowing what is a skilled operation and what is not. But we cannot see why the Government should be contracted out of the Bill. They employ many skilled workers in the Railway and Public Works Departments. I take it this Bill has been put forward at the instigation of the Unions. They apparently recognise that it is a good thing for the members of their Unions; why should it not also be a good thing for the Government employees?

45. *By Mr. Strachan.*] I imagine that the Bill has been put forward at the instigation of the Unions; it is a natural assumption that it has been put forward in the interests of the factory workers. The employers have not put it forward. I understand that according to a previous witness the Apprenticeship Bill was born at a meeting of the Juvenile Advisory Boards of the Union, embracing representatives of the employing as well as the employed classes, but I do not see what that has to do with the Wages Board Bill, to which I was referring when I said that I assumed it was put forward at the instigation of the Trades Unions. In any case, I am not blaming them.

46. *By the Chairman.*] Assuming for the purposes of this enquiry that it came from the Government, I think the Committee might reconsider their attitude and bring the Government under the provisions of the Bill. Clause Six provides for the compulsory production of books by employers before a Joint Committee. This places a strong weapon in the hands of an unscrupulous competitor by enabling him to secure confidential information in regard to his opponents' business. Obviously this was not intended by the Government in framing the Act, and provision should be made to meet the position. We cannot offer a definite suggestion with regard to this matter, but we ask that the position be met in some way so as to avoid this undesirable feature. The next point is in connection with Clause Seven, sub-section (2). In this subsection we suggest that the last sentence, reading: "But in

no case shall such scale be based upon the quantity or output of work done," be eliminated. The Department has agreed to the elimination of these words, because they were put in in error. They must be eliminated, otherwise they would be in conflict with sub-section (7) of Clause Seven. This is a provision that there shall not be piecework at all, whereas elsewhere in sub-section (7) provision is made recognising piecework. We ask, therefore, for the elimination of the words referred to. Sub-section (7) states: "If it appears to a Wages Board that any person employed or desiring to be employed on time-work in any particular trade or occupation is affected by any infirmity or physical injury which renders her or him incapable of earning the fixed minimum time-rate of wages, and that the case cannot suitably be met by employing such person on piece-work, the Board may, etc." It distinctly recognises the principle of piecework here, although in the earlier sub-section it says you cannot have it. I think the Committee will agree that these two lines must come out.

47. *By Mr. Mackeurtan.*] We object to children doing piecework, but these workers are adults.

48. *By the Chairman.*] The next point in connection with the same clause is that provision must be made for fixing a minimum rate at per hour for so many hours per week, as under the existing wording an employer, if a minimam wage has been fixed by a Board, might be compelled to pay such a minimum wage irrespective of the number of hours worked by an employee. In the event of there being no orders in the factory, and it being necessary for the operators to work only part time, it is obvious manufacturers cannot pay a full week's minimum rate of wage when only a few days in that week had been worked. The next point, also in sub-section (2) is that very strong objection is taken to the words "may take into consideration the age and experience of any such persons, and may fix a scale of rates payable to such persons according to their age and experience." This wording appears to have been taken from the 1918 Apprentices and Young Persons Act, and whilst its operation is reasonable when applied to young people and apprentices, there are very serious objections to applying the same clause to adult labour. One of the most important objections is to be found in the fact that experience shows that many individuals, even after years of working at a trade or occupation remain inefficient, and from either mental disability or unwillingness to acquire the necessary skill to increase their earning capacity, remain practically in the same condition as they were during the earlier years of their employment. If the clause as at present worded becomes law it will

mean that a large number of employees will have to be discharged and swell the ranks of the unemployed, for the simple reason that they are not of an economic value which would warrant the increasing of their wage to any considerable extent beyond the minimum fixed when they start their careers. The question of increasing the minimum rate of wage must be left to the employer, as such increases depend upon the value of the services rendered, and not upon the age of the individual concerned. That applies not so much to the skilled trades, because they are provided for in their Union rules, and the regulations we all operate under to-day. Take the printing industry for instance, the scale for compositors is fixed without regard to age and so on ; the same applies to the machine-minder or to engineers. An engineer in Johannesburg gets his £8 2s. a week regardless of his age : it is not a question of age. The objection applies largely to other branches of employment in factories, such as warehousemen, and general labour which cannot be classed as skilled labour, and its value economically must rest upon the services rendered. If you give a Board power to lay down a graduated scale of increases, it means that the inefficient servant has to be paid a wage he is not capable of earning in the concern and consequently he has to go. An appalling position has been created in Cape Town as a consequence of the passing of the Apprenticeship and Young Persons Act of 1918. A large number of young girls have been put out of employment owing to the fact that they have not the mental faculty or physical ability to enable them to earn more than a certain amount. I am aware that these words in the existing Act have been utilised by some of the Boards for the purpose of introducing a scale of minimum wages rather than one minimum wage. For an apprentice it is all right, but not for adult labour. I am not aware that in Cape Town Wages Boards under the existing Act have been introducing a minimum wage without a scale. I think as a general rule it is a mistake, and this should be a Bill for a minimum wage and not for a scale. If that is done we have no objection to it because it places all employers on the same level. It is, however, in our view a serious hardship to insist upon a graduated scale because some poor fellow or woman who has not got the same mental vigour as others will be deprived of a living altogether. As to whether the effect will be to throw those out at the top of the scale for the purpose of taking on others at the lower end of the scale, the point is that it does not pay the employer to pay the scale when the time arrives for the increase if the girl is not worth the money, consequently he discharges her. The difficulty is that she cannot go anywhere else at the minimum rate because of her age, and she is forced on the streets perhaps, a state of affairs that Parliament should not tolerate.

49. *By Mr. Mackeurtan.*] You cannot very well have a graduating scale for adult labour ; it is a good thing for young persons undoubtedly ; there is the ratio of improvement to be met in their cases. I want to put it to the Committee that the best reason will be found in the fact that throughout the civilised world the trade unions have never put forward such a proposition in connection with their labour ; they have always insisted upon a standard wage for a particular class of work.

50. *By the Chairman.*] The next point to which I want to draw attention is in regard to Clause Thirteen. Provision is made here for the appointment of inspectors. Manufacturers suggest that this work could be done by Factory Inspectors, without putting the Government to the expense involved in making new appointments, and the employers to the disability of having a number of different classes of Inspectors always at their factories. The bulk of the time of the average industrial employer to-day in this country is taken up in dealing with inspectors, attending Board meetings, and discussing issues that have been raised through Government legislation, and he gets about one-tenth of his time to devote to his business. We do not want to raise any objection to the Government doing what is necessary for the general well-being of the community, but we ask when this legislation is put forward it should cause the minimum of inconvenience ; to-day, we think we are having the maximum.

51. *By Mr. Giovanetti.*] We have no objection to the principle of a minimum wage in any trade or occupation ; what we object to is the ratio of scale ; if there is to be a minimum wage it must be the minimum and there is no going lower ; if power is given to pay less than the established minimum, the lower amount would then become the minimum ; it is not possible to have more than one minimum. I realise that you are referring to the incompetents, but the idea of the Bill as I understand it is that every individual should have a living wage. There is no objection to that, but when we are asked to increase the ratio according to the age and experience of the individual regardless of his or her capacity, that should be left to the individual employer, not to the Board. They know nothing about it. To my mind, if an employe has made himself valuable to a firm, and his or her efforts were not appreciated, he would soon find a job elsewhere.

52. *By the Chairman.*] There is a difficulty I admit with the person who for physical reasons is unable to earn the minimum wage: I would not throw anybody out of employment. We should work under the same conditions as prevail in Australia. When the Minimum Wage Bill was introduced there, there was the same difficulty to contend with. It was found in practice within two years that the wage had to be reduced in certain cases to provide for the inefficients. The Unions and the employers met in consultation and came to a decision in regard to this difficulty. So far as the Government have profited by that experience and made provision in this Bill, we have no objection.

53. *By Mr. Werth.*] This Bill makes no distinction between European and coloured labour. It is not a question of whether I am in favour of it or not, I cannot help myself. I see the difficulty. Parliament cannot legislate against one section of the people. (*Mr. Boag.*) With regard to the 1918 Bill, I may say I am a member of the Board of Aid and I would like to read a short quotation from the report of the Board, as follows: "This evil has lately been aggravated by the operation of the Wages Act. With the general operation of that Act the Board of Aid has nothing to do; it is only concerned with what comes before it. It has happened that a girl earning, say, £7 a month, is dismissed because she is not worth the £12 10s., which according to the Act must be paid to her, and the employer has to discharge her because he cannot afford to pay that sum." The girl may be perfectly willing, nay, would be glad to stay on at £7 a month, an amount upon which she can live, but because she is not worth more than £7, she is, by the operation of this Act, thrown out of work, and her parents come to the Board of Aid for relief. I sit on that Board, and every month we have parents coming for relief because their daughters cannot get employment at the rate set forth in the 1918 Act. This position has developed to such an extent since the coming into force of this Act that we cannot get funds to meet the appeal cases. I am putting this forward not as a protest against this Act, but simply to show the effect of the Act. I could quote any amount of concrete cases if necessary.

54. *By Mr. Strachan.*] (*Mr. Laite.*) The work that these dismissed employees were doing will be done by more skilled operators.

55. *By Mr. Werth.*] When a girl automatically reaches the scale of £12 10s. she is dismissed, and then the employer takes on another one who will serve his purpose at £7 10s.

56. *By the Chairman.*] There should be a scale for the learners, but there should be one minimum rate for those who are competent, and no scale after that. We offer no objection to a scale for young people.

(At this point the Chairman left the room and Mr. Mackeurtan took the Chair.)

Messrs. *Alexander Innes* and *Charles Baker*, examined.

57. *By the Acting Chairman.*] (*Mr. Innes.*) We represent the Cape Town Chamber of Commerce. Mr. Baker will first give you a few details of our views on the Apprenticeship Bill. (*Mr. Baker.*) I do not know that there is anything I particularly wish to say, but I was instructed to come and give evidence on this matter. I should, however, just like to give evidence on the retail side of the position, and Mr. Innes will perhaps go into the wholesale side. It was stated during the hearing of the last witnesses that "grocer" did not come under the head of a skilled trade. The point arose in connection with apprenticeship. It was the custom in the Old Country to have apprentices for this calling and it is the custom still to some extent. It is not, however, a custom that is generally favoured in this country, simply as has already been stated, because of the colour line. You cannot legislate for a colour line, and in the case of apprentices, if you fix a scale, the difficulty is the same. Supposing you take a white boy as apprentice: as a newcomer he must start at the bottom and work his way up. Naturally he will do the most menial work at the outset and while doing that he will come into contact with coloured people who are being better paid than he is. He will be called upon to do work which he will consider *infra dig*, and he will object to it. Taking a retail shop, it will be a question of sweeping the shop, carrying out goods, or anything else that is needed. It is not an apprentice's work to carry out goods, but it is to clean the shop and tidy up generally. He will, in all probability, object to doing this sort of work; he will be 16 or 17 years of age and fairly well educated: he will not take kindly to menial work, because in this country such youths are not, as a rule, even called upon at home to clean their own boots. My experience is that apprenticeship is not generally favoured in the retail trade here, and it is not wanted.

58. *By Mr. Werth.*] A trade like window-dressing is a skilled occupation, but it can only come from experience, not from training for that particular purpose.

59. *By the Acting Chairman.*] Then there is the question of the conditions of apprenticeship. That is a matter which

covers more than a particular trade. If a boy has any grit in him he will learn a trade better as a free agent than as an apprentice for the reason that if he is an apprentice he knows he cannot be dismissed, and, as the employer knows the boy cannot leave. he may not give the same consideration to him as he would to one who was free to go elsewhere. Generally the apprenticeship principle is one that is not now in favour and it is growing less and less so, whether it be in engineering or any other branch. I do not want to exclude apprentices from all skilled trades, but there is not the desire nor the advantages, to my mind, that there were in the old days. Nowadays, a boy is better as a free agent than when he is bound. The retailers certainly do not want to be included. I realise that as it stands the Bill accepts the principle of apprenticeship, but I understand that has not yet been accepted by Parliament. So far as the trading community is concerned, we do not want it.

60. *By Mr. Giovanetti.*] Dressmakers and milliners are included in the Apprenticeship Bill ; the same remarks apply to them. To my mind the apprenticeship system is neither desirable nor wanted. I include these trades in my observations.

61. *By Mr. Strachan.*] Personally I am of opinion that apprenticeship is desired more by the trades unions with a view to keeping down the number of workers in any particular trade : this with the idea of keeping up the standard of pay of those who are doing the work. I believe that is their main object in this connection.

62. *By Mr. Giovanetti.*] My personal opinion is that the employer's desire for apprentices is influenced because he is going to get labour for which he is going to pay less than for ordinary labour.

63. *By the Acting Chairman.*] I disapprove of apprentices at all and I do not want the Bill to apply to the grocery trade. I represent drapers, dressmakers and tailors as well, and I have the same objection to the principle from their points of view. I did not know I was representing a certain section until I came here. (*Mr. Innes.*) Mr. Baker is representing the Retail Association, which is incorporated more or less in the Chamber of Commerce. (*Mr. Baker.*) I think the views expressed represent more or less the opinions of the trading section.

64. *By Mr. Giovanetti.*] I have no wish to put these views forward as the views of the Chamber of Commerce ; as I have already stated, they are my views.

65. *By the Acting Chairman.*] I am referring to apprenticeship as it applies to the retail trades, and I am giving these views as my personal opinions based on my experience.

66. *By Mr. Werth.*] It may be feasible in a small retail business in a country town like Malmesbury to have apprentices in the millinery trade, but it is not desirable in the interests of the worker, nor is it necessary in order to turn out competent workers, that they should first be apprentices. They will do better as free agents and become just as competent. Apart from that apprenticeship is not sought for by these people themselves; people are not now asking to be taken on as apprentices; there is not the demand for it that there used to be.

67. *By the Acting Chairman.*] (*Mr. Innes.*) I incorporate the retail section in anything I say in regard to the Wages Boards. I want first of all to draw attention to Clause Seven, sub-section (2); I think it is perhaps the same ground that has been gone over by Mr. Laite, regarding the fixing of a scale. The Chamber of Commerce saw some time ago that it was desirable to have a minimum Wage Board. When the 1918 Bill was put into operation here we fixed a scale which is *ultra vires*. The experience which we have had in the towns is to the effect that this scale has undoubtedly increased the amount of unemployment. It is possible the representatives of the Employees' Association will say differently. I am a member of the Wages Board and we have had reports that cases of unemployment have been very few, so few indeed, as half a dozen out of a membership of 6,000. I do not know whether there are 6,000 live members or not. Anyhow, we have had evidence the other way round. Mr. Joubert, the Secretary of the Wages Board, and Mr. Freestone, the Inspector of Labour, at a meeting of the Board held on March 22nd, said that unemployment had substantially increased of late. They attributed this to the effect of the introduction of the minimum wage Schedule. The principle of a scale is wrong. In Cape Town we have to pay a starter £3 2s. 6d. and we increase that every six months until the assistant reaches 18 years of age. At 18 a young woman starts at £6 and at the end of five years has reached £12 10s. If a young woman is dismissed because she is not worth that amount, she has difficulty in finding another billet. There may be billets going at £9 10s. but her experience entitles her to £12 10s. and therefore employers find it impossible to engage people placed in that position. The Employees' Association have put forward a proposition that the minimum wage for a man at 23 years of age should be £27 10s. a month.

They suggest that at the age of 18 assistants should get not less than £7 10s. a month, and be raised £2 every six months until at the age of 23. That would mean after five years' experience they should be earning a matter of £27 10s. a month. As far as the employer is concerned, he has the remedy in his own hands ; it is easy for him ; he can dismiss the employees as he wishes and keep on the more efficient. It is difficult to see how the employees are to benefit. As to what should be the minimum, well, we start youngsters at £3 2s. 6d. per month; that is now the minimum until 18 years is reached, when they get a minimum of £6, but if they are good workers at £3 2s. 6d. the employer is going to improve them right away, and if a young woman is a good worker at 18 years of age, she is not going to be kept at £6 a month. When we discussed these wages, they were more or less based on the cost of living, and we found that the cost of living was at a certain figure. A woman of 30 would not be legally entitled to more than £6 a month, but her experience would protect her ; if she is an efficient worker she can command more. I think employers are really live enough to give her what she is worth. The difficulty is with the smaller shops, where employers sometimes endeavour to pay their employees less than their labour is worth. We as a Chamber do not worry about the minimum because we are willing to pay according to the value of the labour.

68. *By Mr. Giovanetti.*] The point I was really coming to was this ; there was a certain resolution passed the other day, I think it was the 3rd March, at a meeting where 30 representatives were supposed to represent the whole of the commercial employees amounting to six or seven thousand. About one-half per cent. of the employees passed this resolution regarding the minimum of £27 10s. a month.

69. *By the Acting Chairman.*] Our objection is to the scale : instead of fixing a high figure you should fix one minimum and do away with the scale altogether. There is many a man who is worth no more than £15 or £16 a month and would be happy to work at that rate, but rather than give him £27 10s. the employer would dismiss him. We want one minimum fixed for the man who is learning his job. We have no objection in respect of the period from 15 to 18 years of age, but after that we want one minimum.

70. *By Mr. Hawley.*] We do not object to having grades of minimum wages for learners, and then two others for adults, male and female ; that would be quite satisfactory.

71. *By Mr. Giovanetti.*] I do not think it would be necessary to provide for an Appeal Board as suggested by the Associated Chambers of Commerce, if the scale is eliminated.

72. *By the Acting Chairman.*] I do not think there is any need for provision for an appeal from one section of the Wages Board to the Minister direct: if the word "scale" is eliminated it would do away with all troubles. I understand there is a suggestion to appoint a number of inspectors: that will cost the country a great deal of money.

73. *By Mr. Werth.*] (*Mr. Baker.*) As to whether our Association is in favour of a system of apprenticeship, I can only say that so far as the grocery and drapery trades are concerned, it is never called for. The scale which is in operation at the present moment, under which we start youngsters at 15 years of age, pretty well covers it. As far as contracts are concerned, we have not gone into that matter very fully; they do not exist at the present time.

74. *By the Acting Chairman.*] (*Mr. Innes.*) There are no apprentices in our wholesale industry; we have boys going through three or four departments: often they find better billets and clear out, and somebody else comes in. We never really have them sticking on for any length of time, unless they are very good boys and then we encourage them in every way we possibly can. (*Mr. Baker*). There is just one point I would like to raise, that is, with regard to this being a voluntary Bill. The preamble states that it is a Bill to provide for the registration of voluntary agreements between employers and employees as to the conditions of employment. If it is only that, I take it no one has any objection to it, but it is proposed to force this law on communities that do not want it. If it can be considered a voluntary agreement when, say, employers do not want it, then we have no objection to it.

75. *By Mr. Strachan.*] (*Mr. Innes.*) As to whether we do not wish any supervision for young persons until they come under the minimum wage, I have stated just now that we have no objection to a scale of wages from 15 to 18 years of age. They do not start work until they are 15. We want to do away with the scale altogether if you are talking from the apprenticeship point of view. Prior to the present Wages Bill coming into force, I am safe in saying that practically every wholesale and retail house gave its youngsters £1 a month increase per annum. They are only entitled to 12s. 6d. according to the Bill and I believe it has proved detrimental

to some. I believe there should be no scale whatsoever. The whole point is that a low minimum should be fixed for youngsters, for women and for men; it is no use putting on a high figure which can only result in an increase of unemployment.

76. *By Mr. Werth.*] On the question of whether the Chamber is in favour of apprenticeship for the millinery and dressmaking trades, I think there is no objection to that as coming under the Factory Act too. There would be a good deal of difficulty because a large proportion of dressmakers are coloured workers. As far as the Employees' Association is concerned it does not matter what the colour: they must all get the same wages. I think it would be almost impossible to draw the line between skilled and unskilled labour in the millinery line. Experienced milliners generally come from oversea and others act under their instructions.

Monday, 2nd May, 1921.

PRESENT:

Mr. MACKEURTAN (Chairman).

Mr. Giovanetti.	Mr. J. B. Wessels.
Mr. Sampson.	Mr. Scholtz.
Mr. Hawley.	

Mr. Mitchell Cooper, examined.

77. *By the Chairman.*] I am Vice-President of the Commercial Employees' Association of Cape Town. We have not very much to say as regards commercial employees concerning the Apprenticeship Bill. We feel that the whole substance of the Bill is contained in the Clauses providing for apprenticeship committees, and provided that goes through we think the Bill should work very well. We have no special amendments to offer except that we feel that the Schedule should be extended so as to include commercial workers. At present the Bill provides entirely for industrial workers, and no provision is made for commercial workers. At the present time commercial workers simply enter employment in a haphazard manner and young people are sometimes left to their own resources and do not progress with the result that frequently they enter into blind alley occupations which we all desire to avoid. When the higher positions in commercial houses become vacant—it

frequently happens, particularly in the soft goods and hardware establishments, that men are imported from overseas to fill these positions. These men take charge of hardware and haberdashery departments. They become departmental managers and they are imported owing to their special knowledge of the trade, which youths here do not appear to get an opportunity of learning which we maintain they should. If some system of apprenticeship could be formulated to help these youths and to enable them to learn their trade, that would be of great assistance and would do away with the need for importing men from the other side. We feel that the Bill should either now or later on be extended so as to include these youths within its scope; in doing that it would solve the problem of the Wages Board and the scales which have been laid down. We feel that the two Bills would then work together to a certain extent, and there would be a certain connecting link if we had a system of apprenticeship. A youth could go through his apprenticeship and become a qualified journeyman or whatever you might call him in the commercial world, and that would be to the interest of the workers and the country generally. After completing his apprenticeship a youth would then come within the scope of the Wages Board Bill. We feel that the Bill should be extended to the commercial community.

78. *By Mr. Giovanetti.*] To become a fully qualified grocer would take 4 or 5 years in the case of a boy entering the trade say at 15.

79. *By Mr. Hawley.*] I am referring to the salesman part of the trade now, and it would take the same length of time to become a buyer. A lad should have a working knowledge of the trade in 4 years. He should have a full knowledge of the goods in which he is interested. As to whether he would get any knowledge of buying from England, America or Japan it all depends on his experience in his 5 years' training. You could not expect him to acquire all that knowledge at once. We plead for him to receive the ground work of his trade and in the next few years, following on the apprenticeship stage, he would be able to qualify in the higher grades of his trade, but if he does not get an opportunity in the primary stages he would never be able to learn the higher stages.

80. *By Mr. Giovanetti.*] So far as I am aware there is no system of apprenticeship in the trades I have mentioned in South Africa at the present time.

81. *By the Chairman.*] I think there is such an apprenticeship system in England in the soft and hardware businesses; at any rate so I am credibly informed by men from the other

side. I cannot say that we have any definite information at the present time as to how the apprenticeship system works in other countries, but our feeling is that it would be a pity now that the Apprenticeship Bill is before the House, that commercial workers should be left in the hopeless state they are at present. We feel that youths are flotsam and jetsam and float into any particular trade in a casual way, sometimes through replying to an advertisement in the newspaper. Engaged under such circumstances no opportunity is given them to develop their particular interests or to study their particular tendencies in a special sphere of life. For instance, a lad may be suited for a clerical or engineering trade, but he has no opportunity of developing his abilities, as no door is open to him. He may enter a store probably as an office boy but no particular information is given him except what he may pick up himself in the store or office. A boy may certainly go to a night school, but in the store or office he does not get any tuition at all, but we plead that this state of affairs should be remedied.

82. *By Mr. Giovanetti.*] My particular trade is clerical.

83. *By the Chairman.*] I have no list of occupations which I suggest should be added to the Schedule. It might be a little difficult to carry out my idea, but the difficulties should not stop us making the attempt.

84. *By Mr. Scholtz.*] We have formulated no scheme so far as commercial employees are concerned.

85. *By the Chairman.*] Our idea in bringing this matter to the notice of the Select Committee is with the view to having it included in the Bill later on. We feel that having drawn attention to the need our best plan will be to formulate a scheme. I have nothing particular to say with regard to the inclusion of tailors, trimmers, and so on in the Schedule, but personally I think it would be very desirable to have a system of apprenticeship for tailors and hat-trimmers.

86. *By Mr. Hawley.*] I think it would be very desirable if all the girls employed in big stores like Stuttafords or Garlicks were apprenticed.

87. *By the Chairman.*] I am referring now to all the minors—those under the age of 21.

88. *By Mr. Scholtz.*] We do not discriminate between Europeans and Coloured.

89. *By the Chairman.*] We subscribe to the principle of equal pay for equal work. All we desire is to let individual ability tell—let white or coloured women stand on their own as regards ability.

90. *By Mr. Hawley.*] I believe that under a well-worked out scheme, supposing you had two milliner shops both employing 10 girls, one set being apprenticed and the other not, that the shop in which the girls were apprenticed and properly taught the work would be turned out more efficiently and rapidly and that the shop which employed efficient labour would secure the whole of the trade. You asked me whether some girls will learn and some will not. A case something very similar came before the Cape Town Wages Board, and it appeared that in many stores here a girl would be employed on certain work or a certain section of work, and the employer would not attempt to teach the girl any more than the particular piece of work upon which she was engaged, because by retaining her on one particular job the girl would become expert and the result would be that the work would be turned out more quickly and cheaply, and more neatly. But if the employer wanted to teach her another kind of work the girl might say that it was derogatory to her, and thus under this system a girl gets no opportunity of becoming a fully fledged dressmaker or milliner.

91. *By the Chairman.*] I want to see the apprenticeship system extended in due course to all occupations.

92. *By Mr. Scholtz.*] We wish to see everybody apprenticed under the Bill, apprenticed under the scheduled occupation.

93. *By the Chairman.*] We had the case of a girl of 16 who wanted to learn to become a milliner, but she was kept running about as a messenger for 12 months and then she was dismissed. A further point is the necessity for the limitation of the number of apprentices to the qualified workers in commercial as well as industrial occupations.

94. *By Mr. Giovanetti.*] When you say that a suggestion has been thrown out by a witness that once a youngster becomes apprenticed there is a tendency for him to slacken off as he is sure of a job for the next 4 or 5 years, I must admit of course that that is the unfortunate tendency of South African youths. It is a great pity, but the fact remains that many boys do not realise that they have to provide for their future life, but I feel personally that under a Bill which provides for apprenticeship committees, that the members of these committees together with the principals of the technical schools, would have sufficient power to impress on these youths the necessity for taking a far keener interest in their work. As there is a penalty for the employer who fails to carry out his part of the contract, so there should be a penalty

on the employee if he fails to carry out his portion of the contract, for as far as I am concerned what is sauce for the goose should be sauce for the gander.

95. *By Mr. Scholtz.*] It is true that in commercial houses some of the employees are better qualified than others, and under the Bill those with the lesser qualifications would receive more or less the same wages paid to the better qualified, but I do not think that state of affairs would increase the cost of running a business as we are dealing here with apprentices only. Under the *Apprenticeship Bill* you are not concerned so much with the question of pay as with the tuition of apprentices who as a general principle would receive much about the same remuneration. The wages laid lown in the Bill are only minimum scales and beyond that we maintain that ability should tell, and the employee with the greater ability should receive better payment than the employee with lesser ability. We leave the employer to judge as to the ability of his employees.

Mr. Herbert Janvrin Vincent examined:

96. *By the Chairman.*] I am General Secretary of the Commercial Employees Association of Cape Town, which I am authorised to represent. I am also authorised to represent the Shop Assistants' Union of Kimberley, and the Clerical Section of the South African Industrial Federation (Industrial Union). I have had a letter from Kimberley asking me to represent the Shop Assistants' Union, and the Organising Secretary of the Clerical Section of the S.A. Industrial Federation (Industrial Union) has been to see me personally. and as he could not give evidence himself he has asked me to do so. We have full authority in writing for any amendments we may wish to put forward.

The Commercial Employees' Association considers that it is of the utmost importance that the Draft Bill for the Regulation of Wages should be passed as early as possible this session. The Bill has been awaited with a great deal of impatience by all workers, particularly by those in commercial employment, and the continual delay in passing this legislation has given rise to much irritation and dissatisfaction.

We have considered the Bill very closely, in conjunction with other organised bodies in the principal centres of the Union, such as Johannesburg, Kimberley, etc., and beg to propose the following amendments to the Bill, which will strengthen the objects of the proposed legislation:—

Section *two* (2), 3rd line: Delete all words after "Fine" and insert in lieu thereof "not exceeding fifty pounds with or without imprisonment for the first offence, and not exceeding one hundred pounds for subsequent offence".

Section *two* (3), 2nd line: for "may" substitute "shall".

Section *five* (3): Delete all the words after "shall have" and substitute in lieu thereof "a casting vote only".

Section *six*: Add "and it shall be an offence punishable by law for an employer to dismiss, except for misconduct, an employee who shall have given evidence before any Wages Board, and any employer found guilty of such an offence shall, on conviction, be liable to a fine not exceeding twenty pounds with or without imprisonment".

Section *seven* (4): for "one month" substitute "fourteen days".

Section *seven* (7): Add "before granting such exemption, a medical certificate, in support of the application must, in all cases, be placed before the Wages Board".

Section *nine* (1), 1st line: for "both parties" substitute "either party".

Section *nine* (3), 4th line: Delete all words after "fine" up to "default" and insert in lieu thereof "not exceeding fifty pounds with or without imprisonment".

Section *eleven*: Add "and every employer shall at all times cause to be kept a wages book showing correctly the names, sex, length of service, and rate of remuneration of each and every employee, and any employer who makes default in complying with this section shall be guilty of an offence and liable on conviction to a fine not exceeding twenty pounds."

Section *thirteen*, 1st line: Substitute "shall" for "may".

Section *thirteen*, 2nd line: Delete "he may think" and insert in lieu thereof "are".

A further section should be added giving Wages Boards power to grant payment for two weeks holidays in each year. There is a section in the regulations under the Employers' Act imposing a fine of £50 for breaking the regulations. We ask why should there not be a fine of £50 on the employer for breaking the regulations which affect the employee. We want to stiffen up the fines. We have a Shop Hours' Ordinance in the Cape but that deals only with the question of hours, and there is nothing in it with regard to remuneration for holidays. In the Transvaal the Shop Hours' Ordinance allows for two weeks' holiday a year, but it does not allow for payments to be made by the employers to his employees during the time they are on holiday, and therefore we maintain that that provision is of no benefit to the employee. Under the Financial Relations Act the Transvaal Provincial Council has no power to grant authority for payment of holidays. I have that on the authority of Mr. Boyd, of Johannesburg.

97. *By Mr. Wessels.*] With regard to section *six*, we have not thought of any special definition of misconduct, but certain cases are recognised by the employers as misconduct, such as employees taking money, disobeying orders or refusing to do certain work. We must give the employer protection as well as the employee. It would not be right to omit the words " except for misconduct," otherwise an employer could not dismiss an employee for anything, but we maintain that an employee should not be dismissed because he has given evidence against his employer before a Wages Board.

98. *By Mr. Giovanetti.*] Our object is to have a sufficient number of inspectors—at present there is an insufficient number: we have proof of that in Cape Town. For the last fortnight we have been investigating over 220 cases of underpayment under the Wages Ordinance.

99. *By the Chairman.*] The principal people concerned are small shopkeepers in Caledon Street and Hanover Street, although we have some cases in which big shops are concerned.

100. *By Mr. Hawley.*] We came across a case of a girl of 20 with 5 years' experience, who was entitled to £12 10s. a month with a minimum of £6, but she was getting only £5 a month. Most of the cases are under this scale.

101. *By the Chairman.*] We do not intend that an employee should have a job for life, but he must have some protection that he will not be victimised in the event of his giving evidence against his employer. For misconduct, however, an employer should be able to give an employee notice. At the same time there should be some sort of protection for the employee. We want to stop an employer giving a month's notice to an employee who gives evidence before a Wages Board. There could be a period of protection, but even if no period were mentioned such a period would come into force automatically, for we find that if an employer keeps an employee after the latter has given evidence against him, he will keep him on as long as he does his work. Dismissal should not be permitted on account of giving evidence before a Wages Board. We have had a case in Cape Town of a young lady getting only

£5 a month. She gave evidence before the Wages Board and the employer gave her a month's notice on the spot ; he got a summons from the Shop Hours Ordinance and he told her to put her hat on and clear. The Clause might be altered so as to give protection to the employees for a limited period. or the Clause might be altered so as to read that an employee could not be dismissed for giving evidence.

102. *By Mr. Scholtz.*] We need a drastic Clause because so many employers evade the Ordinance and when they are found out they simply pay up. Under the Shop Hours Ordinance the fine for the first offence is only £1, which is absurd. An employer laughs at such a small fine as he gets more than £1 extra work out of his employees. As evidence of the necessity for this legislation we have prepared examples showing the average scale of wages of shop-assistants, clerks and typists in Cape Town and District, as follows :—

	Average Monthly Wage.	
CAPE TOWN.		
Shop Assistants.		
Male.		
Apprentices	£2 to £2 10s.	
After 4 years	£6 to £8	
Second Salesman	£10 to £12	
First Salesman	£14 to £20	
Female :		
Apprentices	£2 to £2 10s.	
After 4 years	£4 to £7	
Second Sales	£7 to £9	(Have to be very good to get this figure.)
First Sales	£9 to £12	
Female Clerks and Typists.		
Beginners and Juniors	£2 to £4	
Female Clerks	£5 to £10	
Senior Typists	£6 to £10	
Male Clerks.		
Juniors	£2 to £4	
Seniors	£11 *to* £18	
Office Boys	£2 to £5	
SUBURBS OF CAPE TOWN.		
Shop Assistants.		
Females.		
Commencing	£1	
After 3 years	£3	
After 8 years	£6	
Lady Cashier	£1 10s.	

Examples of Low Wages.

Males.

1. Lad of 17 years of age, keeping Assistants' Commission Book, Transfer Book, and also doing dissecting work; Salary £3 10s. 0d. per month.
2. Manager of Forage Store, for 17 years, in full charge, married and 7 children: Salary £12 monthly, and £2 bonus.
3. Cashier in Adderley Street business, over 17 years' service, handles thousands of pounds weekly: Salary £18 monthly.
4. Invoice and Despatch Clerks, 4½ years, service, married men: Salary £13 monthly and £3 war bonus.
5. Despatch Clerk, married, returned soldier: Salary £2 10s. 0d. weekly.
6. Typist and General Clerk, returned soldier: Salary £1 10s. 0d. weekly.
7. Book-keeper, married, wife and 3 children: Salary £17 10s. 0d. monthly.
8. Store Manager, married, 4 children Salary £3 weekly.

Females.

1. Assistant, Millinery Dept., Adderley Street Store: Salary 25s. weekly.
2. Grocer's Assistant, Observatory: Salary £4 monthly.
3. Assistant, Fancy Shop, Plein Street, 11 years' experience, has a mother dependent on her: Salary £5 10s. 0d. per month.
4. Waitress, 6 years' experience: Salary £1 0s. 0d. weekly.
5. Waitress, with 2 children, ages 2 years and 8 months respectively. Had to pay £2 15s. 0d. for rent and 25s. monthly to a girl for the children: Salary £4 10s. monthly.

It will be seen that the highest average wage paid to adult males in commercial employment is £20 per month, while the cost of living in Cape Town for a family of 5 is no less than £32 16s. 6d. per month. This is a most deplorable state of affairs, and it is on behalf of men placed in such a miserable position that we press for the power to fix a salary on which they can live in decency and comfort.

103. *By Mr. Hawley.*] The highest average wage is £20 a month, but I do not say that that is the highest paid. Perhaps a very good man in a good firm might get £25 to £30 a month. In some houses we find that the average for the first

salesman was £14 a month, but in other houses the average salary of the first salesman was £20 a month. We have had cases of men with long experience in big shops but because they happened to be employed in small shops they got only small wages.

104. *By the Chairman.*] The average pay would be about £17 10s. a month.

105. *By Mr. Hawley*: In the case of a small shop run by the proprietor and only one salesman, the latter would be called a second salesman, not a first salesman. We have taken out the following figures with regard to the cost of living in Cape Town.

Quarterly Abstract of Union Statistics, No. 5, January, 1921 (P. 21).

Food, Fuel, Light and Rent only :—	
Index figure for 1914, is	967
Index figure for 4th Quarter, 1920, is	1636
Figures published in daily Press :—	
Index figure for January, 1921, is	1612
Index figure for February, 1921, is	1557

Government Gazette, January 7th, 1919, (P. 94) gives the cost of living for a family of 5, in 1914 as :—

	£	s.	d.
Food, Fuel and Light	£9	11	4
Rent	3	19	9
Total	£13	11	1

As this amount is represented by the index figure of 967, then the figure for February, viz., 1557, would be represented by an amount of £21 16s. 6d.

To this must be added :—

	£	s.	d.
Clothes (December, 1918, Computation) ..	£7	0	0
(*Note.*—October, 1920, computation would be £10)			
Education	Nil.		
Doctor, chemist and dentist	1	10	0
Insurance and Subscriptions	1	10	0
Train or Tram (average)	1	0	0
Recreation and Amusements	Nil.		
Making the total cost of living in February, 1921, for a family of 5	£32	16	6

106. *By the Chairman.*] The index figure for the whole of the Union is 1,000, but Cape Town's figure in 1914 was less than the average for the Union. The weighted average for the

Union was 1,754. I mention this to show that there is need for the introduction of this Bill.

107. *By Mr. Hawley.*] The figures we have prepared are those with regard to the pay of Shop-Assistants in Cape Town. some of the figures were taken from some of the larger shops in Cape Town.

108. *By Mr. Wessels.*] Some of the cases of poor wages were reported to me by letter. I have been told of a case which occurred at Worcester of a man of 26 years of age with 3 years and 9 months' experience getting only £5 a month and cannot pay for his board and lodging, and has to live with the help of his father.

109. *By Mr. Hawley.*] I am an accountant.

110. *By the Chairman.*] At present I am general Secretary of the Commercial Employees, Association, but I have been employed in a wholesale office.

111. *By Mr. Hawley.*] I maintain that a minimum living wage should be paid on a scale according to age and experience and it must rest with the employer whether a man is worth that amount. We say that ability must tell. I do not think it is a good principle for a man to be paid solely according to age ; we say a man must be efficient, it is left to the employer to judge whether a man is worth the scale, and certainly if a man is not worth his wages an employer could dismiss him. We agree that a man should get on or get out. We want to improve the efficiency of commercial employees all round. When you ask me that if a youth who fails to show that his efficiency has been improved from the age of 15 to 20 should lose his job altogether, I reply that I do not say he should never be able to get employment again. In such cases the youths should go to school, which will be available to young people between the ages of 18 and 23. A man if he is to be employed at all must be paid a living wage—a wage on which he can live. If a man wishes to employ another he should pay him a wage which would keep him physically and mentally fit to do his work.

112. *By Mr. Giovanetti.*] The latter remark applies to adults. There must be a minimum. The scale applies only below and up to the minimum. If a man has completed learning his trade he should get the minimum wage, and if he is not efficient he has not learned his trade. The living wage he received after finishing his apprenticeship would not be a full wage. To-day if a man is not worth his money he is fired.

113. *By Mr. Hawley.*] You are overlooking the fact that the Bill only provides for a minimum wage and not a standard

wage. It is right to introduce legislation to make it necessary for employers to pay a living wage.

114. *By the Chairman.*] We want the scale of minimum wages to vary with age and experience. We want that to apply only up to age 23—until after a man has learned his job. After that we want only a minimum wage, and after that ability tells. We want the minimum wage to enable a man to live in decency and comfort. Five years should be the period of learning—from 18 to 23, and we want a scale of minimum wages to cover that period. We don't want that scale to go on over 23. If a man has attained the age of 21 and is drawing say £15, he must in the following year get say £17, but he must be worth it, or else he will lose his job. A boy must get an increased minimum wage for each year, and if his employer finds that he is not becoming efficient then he must look out for another class of employment. This is fair to those who are doing their best to learn their trade.

115. *By Mr. Giovanetti.*] If an apprentice stayed on he should be placed on the same footing as regards receiving the minimum living wage. After that it should depend on a man's ability as to the salary he gets.

116. *By the Chairman.*] The point raised applies up to the age of 23.

117. *By Mr. Hawley.*] When you ask if a man is discharged who is getting £15 a month because his employer considers he is not worth giving the next step in wages could any other person engage him for less than £17 10s. a month, I reply that it is up to that man to make himself efficient first. He should attend continuation classes where he can study. I do not think this is too drastic. Where one employer might think a man is not worth £17 10s. a month another employer might be of opinion that he was. We have had such cases brought to our notice. Suppose a man is discharged as a slacker, we do not think any other employer will give him £17 10s. a month, and we have no sympathy with the slacker.

118. *By Mr. Sampson.*] The Bill does not compel any employer to employ a man if he does not want to. My point is that if a person has spent a long time to learn a trade and has failed, he should get out of it and try something else. For instance, if a man tries for a couple of years to become a carpenter and fails to become skilled the best thing for him to do is to leave carpentering and try something else. In regard to the minimum wage we say it must be a minimum living wage. The standard must be an average one, as it would not be fair to take a high standard.

119. *By the Chairman.*] Our wage scale is based on the cost of living.

120. *By Mr. Sampson.*] A man who is not up to the average standard should go in for some other occupation in which he might become more efficient, and the man who is more efficient than the average should receive more than the average wage. Ability must tell, and if efficiency is not considered in fixing wages there is no use in having any Bill at all.

121. *By Mr. Hawley.*] We do not object to an employer not putting a man in the next wage scale if the man is not worth the higher figure. Women come under the present Ordinance. We want minimum scales for them depending on the amount of their experience. The Commercial Employees' Association is of opinion that the Bill, together with the amendments suggested will meet all probable requirements and will be an effective piece of legislation. It must, however, be clearly understood that the real importance of the Bill is in Clauses Seven, (2), Eight and Nine, which provide for scales in the rates of wages in accordance with age and experience, and for the registration of voluntary agreements and of the findings of the Joint Boards. There is an example of this in Cape Town at the present moment. The representatives of the employers on the Wages Board brought forward a scale of wages to be paid according to age and experience, which scale was accepted by the employees' representatives. This scale gave the wages for young persons from £3 2s. 6d. rising by semi-annual increments up to £7 10s., and for women from £6 rising by semi-annual increments up to £12 10s. This was accepted by the Government Department of Labour, and after due notice in the *Government Gazette* became law on October 8th, 1920. Recently a case was discovered where a woman entitled to £12 10s. in accordance with the scale was only receiving £5 per month, and on a request being made to the Wages Board for authority to take proceedings against the employer, the representatives of the employers on the Wages Board coolly informed the employees' representatives that all the employees were entitled to was £3 2s. 6d. per month for young women and £6 per month for women. This contention was upheld by the Government Law Advisers. We immediately took legal opinion on the matter, and were advised that as under section *nine* (2) of Act No. 29 of 1918, the words are clearly "*rates* of wages," the scales adopted by the Board were *intra vires*. Further, the Interpretation Act No. 5 of 1910, section *seven*, distinctly lays it down that, where not inconsistent with the meaning of any Act, the *singular* shall include the *plural*,

and *vice versa*. Yet, in spite of all this, we were told that we could not enforce the demand for the £12 10s. It is for this reason that we request the retention of section *seven*, subsection 2, in the Bill. The President of the Cape Town Chamber of Commerce, at a meeting last year, stated that he hoped the Government would deal with the question of a minimum wage for adult workers at an early date, while the Johannesburg Chamber of Commerce are awaiting the passing of the Bill in order to register their voluntary agreement with the employees, but negotiations are being held up pending the passage of the Bill, and as evidence of this we have received the following letter from Mr. C. B. Reynolds, Secretary of the Cape Town Chamber of Commerce, dated April 12th, 1921 : " Your letter of the 29th ultimo, enclosing memo. of cost of living statistics, was considered at a meeting of my Committee held yesterday, when I was desired to say that the Committee feel it is useless to proceed with the matter until they learn the views of the Select Committee which has been appointed to deal with the Bill."

122. *By Mr. Scholtz.*] We base the scale on the cost of living, but an employee should be entitled to that scale only according to age and experience. We are quite willing to leave the decision as to efficiency in the hands of the employer, provided the minimum wage is paid.

Tuesday, May 3rd, 1921.

PRESENT :

MR. GIOVANETTI (Acting Chairman.)

Mr. Werth.	Mr. Hawley.
Mr. Sampson.	Mr. Strachan.

Mr. Robert Stuart, Secretary of the Capetown Federation of Labour Unions, examined.

123. *By the Acting Chairman.*] I wish to lay certain evidence before this Committee in regard to the *Apprenticeship Bill*, but I am sorry that I have not had time to go very fully into the matter. I have a short statement here, which I might perhaps read to the Committee. The Cape Federation of Labour Unions consider that it is of the utmost importance that the draft Bill for the regulation of apprentices should become law as early as possible. The Bill has been awaited with a great deal

of impatience by employers and employees; particularly so by those connected with the various industrial organizations. Labour organizations have considered the Bill very closely both singly and in conference with each other and are looking forward to the time when the Bill shall become operative. The following suggested amendments are attached:—

Clause two (*a*) The Labour Unions desire to see the agriculturist included in the Bill for the following reasons:—

(1) Agriculture will undoubtedly become one of the principal industries of South Africa and it is highly necessary that boys entering this branch of production should receive training in modern methods and appliances.

(2) In order to maintain and improve the quality of the animal stock, haphazard methods can no longer be tolerated. Skill and service must be brought to bear on the work and this cannot be done unless a proper course of training be introduced.

Clause two (*b*) The methods hitherto used in military workshops when training men for special purposes are not sufficiently thorough to ensure the making of properly skilled men. A two or three months' course cannot do this. time. teaching and industry are needed and unless these are given the result of military shop training is the production of semi-skilled men, who when their period of service is over cannot enter the workshop of the world as fully skilled artizans.

Clause two (*c*) The Unions consider that the word "Industrial" should be deleted from this sub-section because in their opinion the industrial school should become the training ground of the farm labourer's son, who is debarred from entering the town by financial or other reasons.

Clause Four, sub-section (2). Seeing that it is impossible to absorb all boys into the several trades, however much we may desire so to do, the Unions consider that this sub-section should be so altered as to provide that only those boys who are to be admitted to the trade should be allowed to handle the tools in executing work. As the Clause stands a hardship would be created by demanding that all boys engaged in the shop should become apprentices after three months service. As this cannot be done boys would inevitably have to be discharged.

Clause four sub-section (3) (*a*). The Unions consider that under the Bill all existing contracts should be provided for by bringing them under the influence of the apprentice committee and subject to the conditions laid down by such committees.

Clause eight (2). The Bill ought to make clear the fact that the age limit given is of a temporary nature designed to deal with situations arising as a result of the war. I have gone into the Schedule at the end of the Bill and I do not think that I should touch upon a number of the trades dealt with there. There is the printing trade with which I am not very well acquainted. and the boot making and leather industry. I am particularly acquainted with the building trade. I believe it is correct that in the leather trade the currier is no longer in existence, and that his work is all done by machinery now. I am not very familiar with coach building. Now as regards the building industry. you know of course that in this town the boys have been allowed in the past to pick up bricklaying, for instance, just as they pleased. It is necessary now for the bricklayer to have a period of four years apprenticeship at least, but I take it that the Boards will decide how long a boy should serve in a particular trade. I am just putting that as a point and I take it that the fixing of the periods of apprenticeship will be left to the Board.

124. *By Mr. Sampson.*] In regard to my suggestion that the agriculturist should be included in the provisions of the Bill. I think it is necessary that boys should be apprenticed to farmers. particularly in view of the fact that farming is bound to become the mainstay of this country later on. I had in my mind that boys going in for agriculture should get a proper training and instruction as to whether the soil was fertile. whether it would grow wheat this year and some other kind of necessary of life next year. I think that in occupations of this kind the highest possible training is very essential in order that we may turn out satisfactory farmers. I do not object to the agricultural colleges. nor do I object to boys having a technical knowledge of agriculture. but the point is that there may be very many boys who will find it difficult to go to agricultural colleges, and I think that the proper method to provide for such boys is to apprentice them to the farmer. I am not trying to limit the number of farmers. all I am trying to do is to provide for a better knowledge of farming conditions. It all depends how you look upon it and I look upon farming as a highly skilled occupation ; it may be quite true that it will take 20 years for people to learn everything about farming, just as it will take many many years to learn everything about any trade. I did not understand that the rural schools referred to in Clause Two (*c*) were

reformatories. I thought reformatories were in the habit of sending boys to these industrial schools. As to Clause Two (4) providing that boys must have been three months at least on trial with a trade before being apprenticed definitely, I suggest that these three months should be made six months. I do not think that the effect of that would be to create blind alley occupations. In six months an employer would find out whether a boy was suitable or not. Sometimes one may be inclined to think that three months is sufficient, but having a knowledge of the trades which come under my own observation, I am inclined to think that three months is not sufficient. In regard to the Schedule it has been my experience to a certain extent that a number of occupations which were formerly looked upon as skilled occupations are now looked upon as semi-skilled, although I cannot say that that has been my experience to any extensive degree. There is the case of the machinist in the boot trade. That was a definite trade and I am rather surprised to hear that the suggestion is now to delete that from the Schedule. I do not think it is advisable to delete it, nor do I think that it is advisable to delete the "finisher" in the boot trade from the Schedule. I take it that the "finisher" is a skilled man. And as far as the machinist is concerned, well I should say that he also is a skilled man. As to the pressman in the boot trade, I no not think he should come under the Schedule. The little experience I have had seems to show me that it only takes a very short time to make a man efficient at this job, but I think it would be as well if this Committee were to get someone from the leather trade, a practical man, to give evidence on this matter. This Bill was submitted to the Trade Unions, but it is like everything else, you can submit as many Bills as you want to the Unions, and they will only put them into the waste paper basket. I do not say that they all have done that, but it is often done. And therefore it might be as well to get some of them who have given the Bill their attention. They are naturally better acquainted with their own particular trade. I do not know very much about mechanical engineering as I am mostly interested in the building trade; I shall be pleased to take the Schedule and get into communication with the people I represent to find out exactly whether they consider it to be sufficiently comprehensive.

125. *By Mr. Werth.*] I take it that the farmer of to-day is endeavouring to get hold of all the modern machinery for his work. There is no doubt about it that some boys would find it very difficult to go to agricultural colleges for their training,

and for these boys I would recommend apprenticeships on farms. You speak about Elsenburg, but how many common people are able to go to the Elsenburg Agricultural College. I know that it is quite true that in most cases, people who own farms bequeath their farms to their children and that they have their sons as apprentices on their farms. I propose that farmers should take the apprentices in, and I do not see any difficulty about it as I consider that there will be plenty of farmers who will want boys and there will be any number of boys who will be quite prepared to serve their apprenticeships on farms.

126. *By the Chairman.*] I think that all boys who go in for agriculture should have a very high training, whichever way they get it, whether they get it at the agricultural college or elsewhere. It makes no difference where they get it.

127. *By Mr. Sampson.*] Well they can get a training at the agricultural college if that suits best ; the only object is to bring it under the Bill. At present the Bill does not provide for apprentices on farms, and my object is that it shall do so.

128. *By Mr. Werth.*] I do not say that farmers do not know enough to teach boys farming. What is the use of a man having a farm if he does not know how to carry it on. The lack of knowledge of proper farming methods is one of the causes of the difficulties of this country. I do not know whether the farmers are efficient or not, but my object is to provide for efficient farmers in the future.

129. *By Mr. Hawley.*] My idea is to treat agriculture right through the Bill like other trades, and therefore I make my suggestions in my statement where I say that haphazard methods can no longer be tolerated. I would not put in farming as a definite item, I would have definite headings so that a boy could be apprenticed to the stock farmer, or to horse breeding or to sheep farming. In regard to my suggestion that a boy should be given six months trial instead of three before committing himself to an employer for five years, I consider that essential to find out whether a boy is suitable or not. Even a farmer who was going to take on apprentices would have to have them for six months on trial before definitely apprenticing them. I consider that the railway workshops should fall under the Bill. All Government institutions such as the Salt River works should come under the Bill.

130. *By Mr. Strachan.*] We find here that it is very difficult to find occupations suitable for boys, and what we want to do now is in the first instance to see industries encouraged so as to be able to absorb the many applications which we have for

apprentices. As to the proportion of apprentices to journeymen, I should say that the organisations themselves would be best able to judge what the proportion of apprentices to journeymen should be. I should not say that the apprenticeship committee would be the best judge for that, but of course the employees as well as the employers will be represented on the committee.

131. *By the Chairman.*] I think that the provision of the apprenticeship committees consisting of an equal number of employers and employees will work quite well. That is the only way in which, to my mind, a committee can be established. Similar Boards are answering satisfactorily on that principle now, and I think it will answer well with the apprenticeship committees.

132. *By Mr. Strachan.* The majority of the Unions now have a clause in their rules providing for the limitation of apprentices, but to some degree in some places they have lost sight of that clause purposely so as to enable returned soldiers, who have missed the opportunity of serving their apprenticeship, to be absorbed. That is to say, they have allowed more apprentices into the industry than the rules really permit. I say that three months, trial prior to apprenticeship is too short a time to judge whether the apprentice will be suitable, and I think that six months will make all the difference. The apprenticeship committees would be better able to judge after six months whether a boy should be apprenticed or not. I do not agree altogether with the Bill in various parts, and I consider that the apprenticeships should finish before they are 25 years of age. I would not leave it open for a man to come in at any time to serve his apprenticeship. The idea is that the man should finish his apprenticeship before a certain time and the allowance which was made enabling returned soldiers to serve their apprenticeship after their return, was, after all, only a temporary thing.

133. *By Mr. Sampson.*] There may be cases of constant sickness, but I contend that a man should conclude his apprenticeship before he is 25 years of age. I do not agree with you that it does not matter whether a man serves his apprenticeship early or late so long as he serves it. If a boy goes into a trade after 21 years of age, then you may say that he has entered into his manhood, and the remuneration he gets will not be sufficient. We might as well extend it to any of them and take off the limits altogether, and leave it open to a man to go into a trade whenever it suits him. Some of them would go in even at 40. I think you know what the objection

is to that. When a man passes a certain time of life he does not so readily pick up, and I do not agree with you that he will pick it up more quickly than a younger man. It may be that a boy of 18 requires less apprenticeship than a boy of 16. I want a proper period of apprenticeship to be served, and I personally would not approve of an apprentice going into a new occupation after he was 18 years of age. Perhaps I do not understand why not, but that is my view. You speak of boys who originally intended going in for professions and then changed their minds for some reason or another, and wanted to go in for a trade; well, that, after all, applies to only a very small number of people. I do not think that the idea of preventing men from going in for apprenticeships after a certain age is based upon the fear that they may become more competent than others.

134. *By the Chairman.*] I consider that the objection to allowing a man to come in late is a very real one. Say you allow a man to come in to serve his time at 30, it will mean that that man will be preventing a boy from coming in who wants to serve his time and start in some shop at 16 years of age. The objection is that this man of 30 has had a reasonable time to consider what he wants to be, and he should not be allowed to keep out the boy of 16; he has had time to decide his trade before reaching the age of 30 years. I certainly think that the age limit should not exceed 18 years.

135. *By Mr. Sampson.*] If boys want to change their trade to go in for some other trade, I do not think they should be allowed to do so after that age. I think that by training men in their youth the tendency is to bring out the most efficient.

136. *By Mr. Strachan.*] It is quite possible that men, late in life, have entered apprenticeships and have proved themselves very capable workmen, but I do not agree with the idea that they should be able to come in at any time.

137. *By Mr. Hawley.*] Is it worth this Committee's while wasting their time about this age business when we know that we have a large number of boys whose parents all over the country are worrying their souls out what to do with them. To-day you have not got the industry to put these boys into. I see your difficulty of putting boys into a trade or an industry in this country, which, perhaps, in five years' time may not prove payable, but all the same I consider that the age limit is absolutely essential.

138. *By Mr. Sampson.*] I quite understand the position in regard to the linotypes. If a man has to go in for a different branch of printing, then after all it does not take him a terrible

time to learn how to use the different machinery for further development of his trade. A man has had his training, and the same thing applies to the engineering trade. A man has his mechanical ideas in him and if a new type of machine comes in it does not take him long to understand it.

139. *By the Chairman.*] A Sheet metal worker can make the body of a motor car, because he has been in sheet metal work all the time.

140. *By Mr. Hawley.*] I agree with the principle that the time a boy serves in a technical trades school should entitle him to a reduction of his period of apprenticeship.

141. *By the Chairman.*] In regard to the *Regulation of Wages Bill*, I may say that I have not studied it very carefully. I understand Clause Seven (2) deals with the fixing of a wage according to age and experience. I think I agree with that principle. The trouble in regard to the minimum wage is that you often find that as soon as employees become entitled to a certain minimum wage the employers get in cheaper labour. It has been done in several cases, but I do not know of any specific instances myself. I think there are 220 cases of shops in one specific district that should come under the Wages Board, and these 220 cases are not at a fixed minimum rate. The only cure I know is organisation.

142. *By Mr. Sampson.*] I consider that after a minimum wage has been laid down increases should be given according to experience. I had a shop girl in the other day who told me she was 60 years of age. She told me that she could not get employment because the minimum her employer was compelled to pay her was £12 10s. and he could not see his way to employ her at a higher pay than £4 10s. But that, of course, is an unusual case. The Wages Board can fix any wage it chooses, but it is not able to enforce the wages. You have already got it laid down what the minimum shall be in the various trades.

143. *By Mr. Hawley*] I do not think it makes any difference what you pay over a fixed minimum. I say a minimum wage should be laid down, and after that if a man wants to sell his labour at a higher rate he can do so.

144. *By Mr. Sampson.*] The minimum wage is not fixed as a rule because a man has had so many years, experience, but because the organisations have agreed upon such a minimum. As far as increases are concerned, age and experience should be the guiding factors.

145. *By Mr. Hawley.*] I agree that the harder working man and the more efficient man should get more rapid promotion.

Mr. *Robert Graham Paterson*, Vice-President of the South African Industrial Federation, examined.

146. *By the Chairman.*] I have come here to give evidence on both the *Apprenticeship Bill* and the *Regulation of Wages Bill*. Briefly, the Apprentices Bill was before our General Council on the 4th of April, and we had Mr. MacGregor, of the Juvenile Advisory Board there explaining the Draft Bill, and after he had pointed out some of the salient points of the measure he left us and we discussed it and decided, as a body, that this Bill had been drafted, as far as we could see, with a view to meeting the position as it existed to-day with regard to the apprenticeship question, and we felt as a Federation, that there was very little improvement we could make. There are only one or two things, and it would be wasting your time to go through them. We felt that if this Bill were passed through the House as it stands it would be absolutely the best beginning that could possibly be made in dealing with this apprenticeship question. We find that it was only from practical experience that a Bill like that could have been drafted, and we feel that every care and consideration has been given to all the essentials necessary to make this a success, and we want to support it the very best we can as we think it is good work and that the Bill should pass through the House and be put into force. I dare say that most of you are aware of the fact that in a Bill of this kind a tremendous amount of good can be brought about with the least friction in the country. My personal experience is of such a character that I am convinced that it is only a thing of this kind which can meet with success. I generally find, in dealing with employers, that their whole grievance, their big grievance, is inefficiency. Their whole opposition is due to the inefficiency of the men or the boys and we are of opinion that if this Bill were put into operation it would make for that efficiency which is so much desired by the industrial kings and controllers of the day. I should just like to draw your attention to one or two minor matters which we desire to be altered. There is nothing in Clause Two except in paragraph (*c*).—Does the provision there mean that the Government railways, for instance, will be excluded from the operations of this Bill. If they are not excluded it is all right. It is very badly worded there. We were wondering if there was some little trick in connection with that. We do not agree that the Bill should not apply to farmers, but we are not putting up any opposition to that at the present moment. Once this Bill is put into operation we feel that the farming community will be convinced that a board established for them will be to their benefit. In regard

to apprentices having to serve three months before definitely entering into an apprenticeship agreement, our opinion is that the three months provision is satisfactory and will enable the boy to make up his mind. We think it will be good for him and it is quite long enough. We think, too, that instead of the apprenticeship period ending at 26 it should end at 23.

146*a*. *By Mr. Sampson.*] As to the reason why the apprenticeship should be limited to a certain age, I am afraid that the only reason for that is that it is more tradition and custom than anything else; there is no principle attached to it as far as I am aware of. I believe myself that it can easily be got over when these boards are formed. I think the origin of this is the revulsion of feeling on the part of trade unionists against people turning over from one job to another. If you limit the age to 26 it means that it will be possible for a man to start to learn at 21, and if that means limiting a boy's schooling, well then possibly we may be prepared to do that and to limit the schooling. You ask me why we should force a boy to leave school at 19. Well, the argument to-day is not so good as it might have been some time ago. Now, with better facilities for education, even in working hours, for all practical purposes a boy can be at school all the time. If these apprenticeship committees are formed and the boards have the law behind them, we can hardly conceive that a man can go to the age of 26 before being an efficient man. In fact, I do not think it will happen. But this is simply tradition, that is all. Only I have been instructed to draw attention to this, and suggest the age should be 23 instead of 26.

147. *By Mr. Hawley.*] Personally I have no argument against your suggestion that a man should not be stopped from going into another trade if the trade in which he has been trained disappears. You mention "currying" in the leather trade which has disappeared. We went into this whole matter and the only arguments, were arguments which I did not agree with. It was said that "a man" should not be apprenticed, but that is silly. These anomalies which Trade Unions have been up against in the past would be so explained by the committees that there would be no objection at all.

148. *By the Chairman.*] In regard to the election of a Chairman of an apprenticeship committee, our objection to the Chairman being elected from outside is really determined by the position under Clause Twelve (4). under which the Chairman would have two votes. The Chairman having all that power would mean that it would materially affect the position of a committee.

149. *By Mr. Sampson.*] If a committee is elected equally from the employers and the employees, you might have deadlocks. We consider that these two Clauses, Eleven and Twelve are really affecting the whole position. I am trying to suggest that the Chairman should only have a casting vote, and should always have a casting vote. That would mean altering Clause Twelve (4). Of course if they select their own Chairman he would have a deliberative vote as well but we consider that in every case the Chairman should be an outsider, because we object to the deliberative as well as the casting vote.

150. *By the Chairman.*] In Clause Eleven (5) we wish to have inserted after the word "Minister" the words "After consultation with the representatives of the particular occupation". We do not want the Minister to act all on his own. We want the same words to be inserted in the third line after "he may," and then again in sub-section (5) of Clause Twelve we want the words "and copies sent to the members after each meeting" to be inserted after "the minutes of the proceeding of every meeting shall be kept". That is all we want in that. In our experience we find that if the minutes are not circulated, the members of the committee very often find themselves agreeing to the minutes without exactly knowing what they say, and then we also feel that members who have failed to attend should be kept posted of the business.

151. *By Mr. Hawley.*] We do not agree that members of committees should have alternates. Our suggestion is that, as far as possible, these committees should be like members of Parliament. We want to tie down the responsibility to the individual, the same as with members of Parliament, and we claim that by appointing alternates it will be very easy for one man to throw the blame on another, and we consider that the work of these members of committees is far too important to allow of alternates being appointed.

152. *By Mr. Sampson.*] We feel that for the beginning these apprenticeship committees would have plenty of work. It would be very hard indeed if through absence the employees or the employers were to be deprived of their full representation, but we do not see how alternates can carry on the work. It is the continuity of service which will make a member valuable to his committee and to the community.

153. *By Mr. Hawley.*] I agree that in cases of sickness there might be something to be said for alternates. In cases of sickness or enforced absence I do not think we would object. We have only discussed this matter as a general principle, but on this particular point I am quite prepared to put the matter before the executive again.

Monday, May 9th, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.	Mr. Hawley.
Mr. Mackeurtan.	Mr. J. B. Wessels.
Mr. Werth.	Mr. Scholtz.
Mr. Sampson.	Mr. Heyns.

Mr. Harry Osborne Buckle, President of the Trasvaal Chamber of Mines, examined.

154. *By the Chairman.*] I am acquainted with the object for which this Committee has been appointed. I know that there are three Bills referred to it and I wish to give evidence on all three. In regard to the Regulation of Wages Bill, broadly speaking, this Bill renders applicable to all industries, whether organised or unorganised, the principles laid down in the Regulation of Wages, Apprentices and Improvers, Act, 1918 (No. 29 of 1918), an Act which hitherto has only been applied when the Minister is satisfied that the rates of wages prevailing in a trade or occupation are exceptionally low; that is, in effect, to the sweated industries only. With regard to industries or portions thereof wherein the trades are organised, the Chamber would have thought, but for this Bill, that it was the considered opinion of all who have given the matter careful and unprejudiced thought, that the matters proposed to be dealt with should be left to the employers and employed to settle. The Chamber would also have presumed that it was now well recognised that, when employers and employed in any particular industry or portion thereof are organised, different methods are required to those which might apply when the employers and employees are not so organised and in the sweated industries. By "organised" is meant that machinery is provided by agreement for the discussion of conditions of work between the employers and the employees concerned, and that such machinery must be invoked before a strike or lock-out may take place. For instance, in the mining industry of the Transvaal (gold and coal), employing some thirty thousand Europeans, it has been found necessary to have different machinery in the different trades or occupations. Further, it has been found necessary, both by employers and employees, to modify that machinery from time to time, with or without notice, as the occasion required. For example, the personnel at any such conference

or board meeting is rarely the same. The numbers of employers and employed may or may not be equal; but this is a matter of little practical importance, as agreements have been arrived at with or without unanimity, no formal vote being required; as it is well recognised that the only sanction for putting in force any such agreement is the knowledge that it has the support of a sufficient number of employers and employees. The conferences are frequently called on little or no notice, and it would be impracticable to insist on a regularised agenda or method of procedure. With two exceptions out of several hundreds, the chairman of any conference has always been a person engaged in the industry, and it has been found to work smoothly that such chairman should be a representative of the employers. Such secretarial services as are required are carried out by either employers or employees, jointly or individually, as each party may think fit or as may be arranged from time to time. The above indicates in some degree the elasticity in machinery which experience has shown to be necessary; and the Chamber understands that its experience but repeats the experience of other industries in other parts of the world. The Chamber therefore is of opinion that it is impossible for any statutory enactment to provide machinery sufficiently elastic to deal wth the many and varied aspects of the different problems that from time to time arise. The provisions dealing with the establishment of Boards under this Act are no exception to this rule. The Act provides for the establishment of boards in a trade or occupation, consisting of equal numbers of representatives of employers and employees; such representatives need not necessarily be engaged in any one industry or business, but must be representative of all industries in a district; with the result that wages and other working conditions in a trade would be fixed for an industry largely by persons not engaged in that industry; and when it is remembered that each trade or occupation will possess its own wages board, and that in all industries of any importance there are a very considerable number of different trades and occupations, the Chamber is confident that these conditions alone render the scheme impracticable. The Chamber notices that the chairman of a board is to be selected by the Minister in every case except where the choice of the board is unanimous, and that he is to have a deliberative and casting vote. The Chamber has pointed out that, from its own experience, the only sanction of any value for an agreement affecting conditions of employment is the support of a sufficient number of employers and employees in the industry concerned, apart altogether from the unanimity or otherwise of the members of the board. It is therefore difficult to see what useful purpose will be served by affording the chairman a deliberative or a casting vote; as to impose a scale of wages by the vote of a chairman who, by statute, is not allowed to be either an employer or an employee, cannot but give rise to endless difficulties. There is one other function of the board to which the Chamber would wish to refer, and that is, that before exercising any of its powers, it must advertise its proposals in the *Gazette* and local newspapers, allowing a period of not less than one month within which anyone (whether employed or not in the trade) may lodge objections, and it must thereafter hear any persons who are desirous of supporting those objections. To invite objections from all and sundry to a proposal, for instance, to reduce wages, could not in the opinion of the Chamber but increase the difficulties of carrying out such an amendment of the wage scale. The Chamber considers that the provisions in the Bill dealing with voluntary agreements are in many respects unnecessary and undesirable. In practice, it is found that agreements such as those referred to deal with standard rather than minimum rates of pay, holiday leave, hours of work, supply of tools, and a variety of matters which, while being applicable and feasible in respect of a particular trade in one industry, are not necessarily so in respect of the same trade in some other industry, and the Chamber thinks that it should not be possible for employers and employees in an industry, other than that in which the employers and employees who made the voluntary agreement are concerned, to be bound by any such agreement. As an example, it may be mentioned that the Johannesburg Municipality, the town engineering shops, and the mines employ mechanics; that each of the bodies mentioned has made voluntary agreements with its employees, and that each has different working conditions and a different scale of wages. While provisions such as these may be of use in certain industries, where in a portion thereof the working conditions are good and in another portion the working conditions are so bad that the employer is able unfairly to undersell his competitors (and so they are useful in raising conditions to the better level), they are not required in the organised industries and may be highly dangerous if applied to particular trades and occupations where, by custom or contract, increases in wages are passed on to the consumer. Finally, if the provisions of this Bill are considered by the Government to be desirable for the industrial peace and welfare of the industries of this country generally, it is difficult to understand the omission of its application to the employees of the largest employer of European labour in the country, namely, the Government through the Railways and Harbours Administration and the Public Works Department. As I understand the Bill the word "Trade," as applied to the Bill, means a fitter, carpenter, etc. As I have pointed out, in Johannesburg, the Municipality and the Tramways, whilst all employing fitters, employ them at different rates and under different conditions.

155. *By Mr. Mackeurtan.*] If the proposal is not intended to be applied generally then my objection falls to the ground.

156. *By Mr. Sampson.*] The system in force on the mines has so far been found satisfactory. All parties have agreed to it, but there are cases in which you cannot make the rates and conditions the same.

157. *By the Chairman.*] In regard to the feasibility of the board fixing rates and conditions according to circumstances I very much doubt whether the parties would accept such a differential rating, so to speak, by a board. They do it as a matter of fact by mutual agreement, but I think it would be less likely to be accepted if done by the board.

158. *By Mr. Giovanetti.*] It may be true that there would be equal representation on the board, but then the chairman has the casting vote. The whole point I wish to make is this. Where you have industries with their own organisation which are doing all these things for themselves I consider it is a great pity to interfere with arrangements that are working quite well and to tie them up in what must amount to a certain degree of red tape.

159. *By Mr. Sampson.*] Yes, I am talking only about the mining industry. We are only interested in that. We do not compete with anyone else in the market. Although there are only about 25 per cent. of the printers of the country unorganised, as you say, I should have thought you could have made them come into your organisation. I agree that the success of our system depends upon organisation and agreement. As a matter of fact the remarks I have made do not apply to industries which are not sufficiently organised to defend themselves. I am not offering general suggestions. We are acquainted with the conditions of our particular industry and for the reasons I have given we do not think this Bill is suitable for us, but we have not the knowledge to say whether or not it is suitable to the printing and such like trades. I agree that the mining industry is likewise a part of the engineering industry and that if they are scheduled under this Act then we are immediately concerned with them, and would be represented on this board, but so far as being preponderating on the board and determining the rates on that account I would point out that we should not be the only people on the board and besides that we do not in the least desire to interfere with other trades which employ, for

example, fitters, whose conditions we are not acquainted with and who we do not desire should be able to interfere with us. We say that when we and our own mechanics come together it is the best combination for settling conditions in our own industry. My contention is that there is hardly any need for a board for the mining industry.

160. *By the Chairman.*] In reply to your question as to whether it would meet our case if Clause Nine was so amended that agreements come to say by the Chamber of Mines with regard to different classes of tradesmen working for them should be registered and, therefore, excluded from any board set up by Clause Four, I cannot see why you want them established.

161. *By Mr. Mackeurtan.*] I do not wish them applied to our industries.

162. *By the Chairman.*] Any provision that would effectively exclude us from the control of the boards would meet our desire.

163. *By Mr. Sampson.*] So long as there is an agreement. I do not see why the Minister should have any authority in the matter so long as employees and employers are satisfied.

164. *By Mr. Mackeurtan.*] It may be that under section *eight*, if we make a voluntary agreement with our employees, we become *ipso facto* a wages board, but all this is merely tying our hands. We vary our agreements almost from day to day. We have different agreements with, perhaps, half-a-dozen different organisations; some difficulty may crop up in connection with them, we talk about it and very likely vary it. Our system is too elastic, we do not want to become a wages board. The people we talk with one day may not be the same people we talk with the next day. I maintain that our present arrangement is perfect and satisfies both parties.

165. *By Mr. Sampson.*] I understand that your desire is that where there is a large majority of organised employees and employers and they come to an agreement, that that agreement should be applied to unorganised bodies.

166. *By Mackeurtan.*] From what I know of the employees' views I think they prefer the present arrangement.

167. *By the Chairman.*] In regard to my reference to the exclusion of Railways and the Public Works Department, I recognise that there is a difference between people working under Acts of Parliament. The Railways are regulated by Acts of Parliament and in the case of private employers there is that distinction to be drawn. I still maintain, however, that our arrangement is preferable.

168. *By Mr. Werth.*] Yes, my point is that the conditions existing in regard to pay and work in the engineering trade, for instance, applicable to engineers in the mining industries.

will not necessarily be applicable to engineers in any other industry. Of course if the Committee comes to the conclusion that such a view condemns the whole Bill we shall not object. but I must say that I know nothing about conditions in other industries except the mines.

169. *By Mr. Giovanetti.*] I cannot give you details as to whether a carpenter working in the building trade gets fewer privileges than the one working on the mines, because I do not know exactly what the conditions in the building trade are at present. Broadly speaking, I think you will find that we pay smaller wages but give more privileges in the way of holidays and housing. That, however, is a very general statement.

170. *By Mr. Mackeurtan.*] I do not say that it is impossible to apply the board principle to these trades, but we say it is unwise, unpracticable, and undesirable. There is nothing inherently impossible in each industry fixing its own rate. Our whole case is that we are almost in an ideal position which cannot be improved by subjecting us to statutory regulations.

171. *By Mr. Sampson.*] If we fail to reach an agreement in our industry we should fight. I do not think that the Bill would become very useful in such an event by giving power to the Minister to appoint a board to settle the dispute because I do not believe either party would accept the finding of the board. If we do come to that and we find we can agree to arbitration we do so. If you seek to force the boards on us, however, we should fight, and you would suffer. We want to do away with that, but when employees and employers have such a difference between them that they cannot settle it by discussion among themselves and are not prepared to accept third party intervention, then your attempt to compel them to do so will not succeed. That I think is common ground.

172. *By Mr. Scholtz.*] Yes. I do desire the mines to be exempted from Clause Four, which is not only unnecessary but inconvenient to everybody. Sub-section 2 of Clause Nine would meet our case. It does not refer to disputes.

173. *By the Chairman.*] In regard to the Draft Apprenticeship Bill, much of what the Chamber has said in regard to the Regulation of Wages Bill applies also to this Bill. Its objections to the constitution and powers of the boards are the same, as are also its objections to the facilities afforded to all and sundry for voicing opinions and so on in regard to trades and industries with which they may have no connection whatever. In the opinion of the Chamber, the conditions of apprenticeship are but conditions of employment, and should be left to the organised industries for themselves to settle.

Such apprenticeships as exist in the mining industry of the Transvaal (gold and coal) have received very careful consideration by both employers and employees, and an Act for their regulation is quite unnecessary and can only give rise to difficulties similar to those mentioned in the Chamber's statement on the Regulation of Wages Bill, in that a statutory enactment of this nature is certain to prove insufficiently elastic if applied to industries wherein the various trades are organised. An examination of a few of the items of the schedule will illustrate the difficulties that the Chamber has indicated. If it is intended that each of the trades or occupations mentioned in the schedule, together with such trades or occupations as the Governor-General may add under the powers conferred upon him by Section *one* (2) of the Act, shall be regarded as separate and distinct with an apprenticeship for each of them, and if the demarcation principle of "one man one job" is to be applied (and it will be most difficult to avoid it under a statute), the position will be perfectly impracticable, excepting perhaps on a very large mine with extensive workshops, foundries, and so on. In the ordinary maintenance of mining operations, a mason, for instance, in addition to building with stone, may be required to lay some bricks or do plastering. An electrical fitter (electrician) may be required to join any form of electrical cable. A plumber in addition to real plumbing does a certain amount of fitting (small pipes) as well as zinc and sheet metal work. On the mines the work of a sawyer and wood-cutting machinist, and to some extent that of a pattern-maker, is often, if not usually, carried out by carpenters, many of whom served an apprenticeship with firms which devoted their principal energies to such things as coach-building, cabinet making, or millwright work. Similarly, fitting and turning is regarded as one trade. So long as a man can do the work, the question whether he served his apprenticeship as a fitter in the shops of a building industry or a fitter in the mechanical engineering industry does not arise. The same remarks apply to "blacksmith", which appears in the schedule under "Other Woodworking Industries" and again under "Mechanical Engineering Industry." It will be gathered from the foregoing that a good mine journeyman is required to have an all-round knowledge of his trade and not merely of one branch of it. The tendency to demarcate occupations instead of to obtain an all-round knowledge of a trade is strongly to be deprecated as tending to reduce efficiency and to cause more accidents. The difficulties of settling periods of apprenticeship and deciding upon the age limits of apprentices in certain trades could but be increased by the rigid provisions of an Act of this nature. For instance, men who follow the occupation of winding, loco. or stationary engine drivers, require only a relatively short period of training and frequently adopt this occupation after having worked at something else and reached a mature age. Furthermore, to be a successful winding engine driver is much more a matter of temperament and character than of technical training. The occupation of engine driving is a very old one and there are employed on the Witwatersrand Mines upwards of eight hundred winding engine drivers who, so far as the Chamber is aware, have never been apprenticed in this or any other country and who yet give entire satisfaction. The Chamber, therefore, thinks that the Act should not apply in the organised industries, but only to employers and employees who mutually desire that it shall apply to them, or to particular trades and industries when the parties concerned fail to satisfy the Minister that the system of apprenticeship in vogue in the particular trade or industry is a fair and reasonable one. I think the same principle applies in regard to this measure as applied to the Regulation of Wages Bill. For a good many years past our apprenticeship system on the mines has been working quite admirably. So far as I know we never have complaints raised over it, but of course my knowledge only extends over last year. The system was arranged after discussion between the organisations of the employees and the employers and it seems to be working quite excellently. In regard to my remarks on the tendency to demarcate occupation, I do not agree that that strengthens the case for the Apprenticeship Bill. Your schedule of trades gives the bricklayer and mason as two different trades. Do you contemplate that the same man shall go through two different apprenticeships; or do you contemplate that the mason is to be excluded from laying bricks? The former, I take it, is not your intention, while the latter conflicts with the existing practice of the mines. There is very little stonework and a great deal of brickwork to be done on the mines. We cannot employ full-time men on either one or the other, but we do employ masons who by the custom of the mines certainly, and I think the country at large, also lay bricks. The mason and the bricklayer are not two different trades with us. I am of the opinion that the best possible kind of apprenticeship board that can be created is that set up by the discussion between employer and employee. Of course it is highly informal, but it is a highly efficient apprenticeship board. We do not want the machinery to be stereotyped; we want it to be elastic. That does not mean that I would leave it to haphazard methods. I do not object to the application of the principle in the Bill to unorganised industries. My whole case in connection with this Bill, just as much as in connection with the other, is that these matters concern primarily the employer and employee and that they, if left to themselves, will come to an agreement on such points which will be satisfactory to both sides and thus the whole object of the Bill will have been attained. That is the position of our industry. We settled elaborate terms of apprenticeship with the full agreement of the Union. We vary the agreements from time to time after discussion with the Unions, and that system has worked, and is working, admirably, and I cannot see how it can be improved by stereotyping. We on the mines have not found that where the matter is left to the employee and the employer the younger generation, as a rule, suffers; that the supplies of young men coming forward is affected adversely, or that the Unions are inclined to limit unduly the number of apprentices working. In any case I do not think that if the Unions had a strong view in this direction any apprenticeship board would prevent them carrying out their ideas. I do not think that industrial legislation in this country has been very successfully carried out. Indeed, has it been successful anywhere? If it has, the degree of its success must be very small.

174. *By Mr. Giovanetti.*] Yes, my Chamber represents the diamond mines as well. In point of fact, however, there is only one member of the executive representing the diamond mines, and I do not think he was present when the question of the evidence to be given here was discussed. I do not know whether when De Beers retrenched they dismissed a number of their apprentices and paid them £100 each for their apprenticeship indentures, nor do I know that in the case of the Premier Mine they dismissed them without paying anything. So far as we are concerned, in the case of the Knights Deep Mine we had to leave some of the apprentices out for a week or a month, but we considered we were under an obligation to provide for them and we did so. These boys were being apprenticed to various mechanical trades, but I am afraid I cannot give you details. Perhaps I may be allowed to explain that the Chamber had arranged for this evidence to be given to you by Mr. Roberts, who is Technical Adviser to the Chamber, and who has always taken a great interest in this matter. In fact he looked after this portion of the work, but unfortunately he could not be present owing to ill health. Yes, I believe it is the intention of the Bill to make it a penal offence if an apprenticeship contract is not carried out with the apprentice. But who are you going to penalise? Take the case of the Knights Deep for instance. Are mines under similar circumstances to be kept working in order to provide for these boys? You say that they must see that the boys are provided for somewhere else or given

financial remuneration. But I cannot see how it can happen in the case of a mine which absolutely closes down. So far as the payment of £100 for apprenticeship indentures is concerned, surely the consent of the boy's guardians would be required for that. Of course, I have no doubt that in any business subject to fluctuations it is the practice to include in the indentures a clause terminating the apprenticeship. There is such a clause in ours. Take the particular case of the Knights Deep again. The rest of the mining industry, of course, is not party to the terms of the indenture on that mine. We cannot penalise the E.R.P.M., for instance, because it would not take on the obligations of the Knights Deep, although in this particular case they have done so, I might add. The financial penalty could be enforced, but I think it much better to continue the apprenticeship. I say the Bill should not be applied to the mining industry because the object of it already coincides with our views.

175. *By Mr. Mackeurtan.*] I have said my objections to this Bill are similar to those in connection with the Wages Bill. The apprenticeship system on the mines has been working without complaint for years, although I cannot say there have been no differences between ourselves and the employees as to wages. Still, my objection is really the same. No, I would not object to this Act applying to unorganised industries. I think there are different agreements entered into with the various Unions as to the number of apprentices to journeymen. The actual ratio in the schedule is one apprentice to 4.4 journeymen. I have not heard any complaints as to any shortage at present. I do not think it is worth while troubling about the details in regard to the Bill. It is the broad principle with which we are anxious to deal.

176. *By Mr. Sampson.*] I think there are certain lines, more particularly the electrical, in which we receive more applications for apprenticeship than we are able to deal with. As to what guarantee the public has got that the industry is absorbing all it might in this direction, unless the proposed Bill is passed, I would point out that it is in the interests of the employers to see that a sufficient number is trained to fill the vacancies that occur. I would not say we had accepted the figures of the Unions arbitrarily. They have been a matter for discussion between us. I am not sure how the figures were arrived at, although I can get you specific information on that point. I am convinced that if either of the parties to the contract firmly make up their minds that they will not have more than a certain number of apprentices you will not be able to compel them to take more. Yes, in such an event we might even prefer to import people from

overseas. I think we already have a committee whose business it is to look forward and ascertain the number of apprentices who can be absorbed by the industry and who are thus able to adjust the supply of apprentices according to the requirements of the industry. I will, however, ascertain the details of this. I think if the Bill was so framed as to leave scope for the apprentices to learn the whole of any trade that would reduce the objection which we have against the measure to-day. I believe that the line of demarcation only arises when a man is a journeyman. We object to the journeyman being limited to each of the schedule trades for the reasons I have already given, and I more specifically object to this in the Apprenticeship Bill. As to a mine or workshop closing down, I think the principles of the employer finding some other place for the apprentice, or paying him compensation, depends upon the terms of the contract. As I have said, however, I think all contracts in uncertain trades make provision for this. I think the employer generally would find another place for the boy as we do, but can you persuade the employer to accept that liability? I doubt it. I know, however, that our apprenticeship indenture has a clause providing for the cancellation of the apprenticeship under such circumstances. In the case of a mine which knows how long its life will be I think such a clause should be in the indenture unless there is some understanding with neighbouring mines to take the boy on.

177. *By Mr. Werth.*] We have not the sub-divisions demarcated as they are demarcated in the schedule. I cannot do better than quote the mason and the bricklayer as an example. It would not be in accordance with the existing practice on the mines to have apprentices for each one of the separate trades, and I may say that this works entirely satisfactorily.

178. *By Mr. Scholtz.*] We have no hard and fast rule laid down in regard to demarcation. Our system works quite satisfactorily and that is why we object to this Bill. In the event of our own machinery failing in the case of a dispute the only other machinery to deal with it would be to refer it to arbitration where that is provided for in the agreement with the Union. The broad foundation for all agreements is that, if a dispute breaks out between a mine and a Union, neither party shall revert to drastic action until every endeavour has been made to settle the matter by agreement. That is done first of all by discussion between representatives of the Union and the management of the mine affected, and, if that fails, a Board of Reference consisting of representatives of the various Unions affected and the Chamber of Mines

is called in. It is hardly an Arbitration Board for it has no actual powers. It simply means that a few of us get round a table and talk the matter over until we get as near an agreement as we can. We have found in the past that although the system is not perfect we have been able to settle an enormous number of disputes by these means. Indeed I spend a large part of my life at present in connection with this Board. I do not think it will be successful if the Board proposed to be set up under this Bill was to have the power to appoint an Arbitration Board.

179. *By the Chairman.*] With regard to the Draft Juvenile Affairs Bill, this provides for the establishment of Boards to carry out such powers and perform such duties in relation to matters affecting the employment, training, welfare and supervision of juveniles, as may be prescribed by regulation. The Bill imposes a duty on principals of schools, parents and employers, to furnish certain information under penalty to such boards, but for the rest it is impossible to say what is intended by the Bill until the regulations are promulgated which prescribe the powers, duties and functions of the Boards, in respect of which the Bill itself is silent. The Bill may considerably affect the mining industry, as it employs a large number of juveniles, a term which is defined to mean " a person who is under the age of 18 years, and who possesses such educational qualifications as the Minister may prescribe." As the Bill discloses little or nothing of the objects for which presumably it is designed, it is impossible to tender criticism. The Chamber, however, wishes to protest against this very glaring example of legislation by regulation, and trusts that the Bill will be recast to remove this defect, and that the Chamber may be afforded an opportunity at a later date of submitting any recommendations it may deem advisable. As to the work of Advisory Boards, Mr Roberts has been a member of that Board in Johannesburg, and I do not think he is much impressed with its working. I understand that the report that was finally sent in by the Board on this matter was passed by a meeting attended by only three people out of a considerable number and even those three were not unanimous. I am referring to our Local Board on the Reef, of which Mr. McFie was the original chairman. Mr. Roberts was the representative of the Chamber on it, and it is only through him that I had any information at all. I believe the object of these Boards is mainly to provide proper educational facilities for juveniles and prevent them going into blind-alley occupations. The Chamber would not take up the position that they are opposed to any organisation of this kind and, as I have said, have had their representative on the Board in Johannesburg. As to whether the present

machinery has hampered us, I cannot say that it has done anything.

180. *By Mr. Mackeurtan.*] The Chamber would not object to the very excellent broad principle that the training of juveniles should be looked after, where it could best be done, by a particular form of Board, but the powers and functions of that Board are a matter for consideration.

181. *By Mr. Scholtz.*] I am opposed to the Wages Bill and the Apprenticeship Bill, as they stand, in connection with all organised trades.

Tuesday, 10th May, 1921.

PRESENT:

MR. MACKEURTAN (Acting Chairman).

Mr. Giovanetti.
Mr. Sampson.
Mr. Hawley.
Mr. Scholtz.
Mr. Strachan.

Mr. Robert Graham Paterson, further examined.

182. *By the Acting Chairman.*] I have no further statement to make, but am prepared to answer any questions that may be asked me by members of the Select Committee.

183. *By Mr. Sampson.*] I understand that witnesses from the mining industry of the Witwatersrand have appeared before the Committee and have asked that the industry should be exempted from the Apprenticeship Bill and the Regulation of Wages Bill. As to what is the view of our organisation on that matter, I have not given much thought to it so far as the Regulation of Wages Bill is concerned, because I do not think that Bill affects a body like the Chamber of Mines in the same way that it does smaller employers, but to leave such bodies as the Chamber of Mines out of the Apprenticeship Bill would make it inoperative. The apprentices employed on the mines ultimately become journeymen. If there were one system for the mines and another system for the employers outside it would be bad for the apprentices. There should not be any differentiation. During the past three or four years everyone has looked to the attitude of the Chamber of Mines in regard to labour problems. If the Chamber of Mines has agreed, there has been little argument in other directions; it seems to have been accepted as a solid argument that it should be adopted. If the Chamber of Mines had to be excluded

from the provisions of the Apprenticeship Bill, it would simply create worse chaos than that which is in existence at the present time. The system laid down in regard to the proportion of apprentices to journeymen on the mines is not the one laid down by the trades unions, or rather we do not agree in regard to the interpretation they put upon the ratio. The management of the various mines have accepted the principle of one apprentice to four journeymen, but in putting that into operation we find that they combine the various trades, and, as a result some trades carry more than their true quota of apprentices. We have tried hard to get them to agree to the principle that each trade shall carry its own quota, but the Chamber has not yet fallen in with that principle, although they have agreed to the ratio of one in four, which is acceptable to us. I think that ratio is an arbitrary one. The engineering industry worked it out and the Chamber of Mines agreed to it, but in putting it into operation they took plasterers, bricklayers, and every other trade, whether there is call for apprentices or not, put the whole lot together and employed apprentices in accordance with the ratio, independently of what trade they followed. I do not know that we have any machinery except negotiation to alter the ratio. We feel that something has got to be done for the youth of the country; at the same time with a view to reducing the hardship as far as possible, on what I may call the full-time men, the one in four ratio was as far as we were able to get in regard to that matter. We have not gone into it to the extent of finding out just exactly how it would affect the journeymen tradesmen. If there were apprenticeship committees the whole thing would be better regulated than it is at present. That is the whole reason for our backing the Bill; we feel that it is an investment that the country ought to make, an investment that will give an adequate return in the future, but we quite expected bodies like the Chamber of Mines to oppose it. Naturally in the beginning it must affect their profits, but taking the long view, there is not the slightest doubt but that in operation the Bill will lift the country out of the present unsatisfactory state according to employers, of inefficiency amongst tradesmen. There is nothing more likely to relieve the situation than the Apprenticeship Bill. With regard to the schedules I understand there have been conflicting views put forward, the manufacturers arguing that instead of trades, specific occupations should be laid down, the other view being that the proper way is to apprentice a boy to a trade and leave it to a later period to decide as to the question of his specialising in any particular branch. In the building trade it would be quite right to apprentice a boy to one or other of the different branches, but to apply that principle generally would be very bad. Take engineering for instance, it would leave us pretty much in the same position that we are in to-day; there would be too much divisional labour and concentration on a single job. That is our difficulty to-day. Many youths serve their time and are practically useless if they leave the place where they have served their time. They have been tied to a job at which they have become expert but it is not a trade at all. Such an apprenticeship as that leaves a lad worse off at the end that he is at the beginning; he has served an apprenticeship and goes into the world to claim his right as a tradesman, but as a fact, he is not a tradesman at all for the simple reason that he has not learnt a trade.

184. *By the Acting Chairman.*] The best example I can give is in the engineering trade; lads go into these contract shops and are put to a particular class of work, making what we call sleeves, or bushes, or spindle work. They are kept at this work for two or three years and it is only when they begin to slack off, as a result of the monotony of the work, that they get a change to another class of work. It is a state of affairs that has existed in the Old Country for a considerable time; the youths are apprenticed as mechanics but kept to one job. We suggest it should be remedied in the way we have had past experience of; that is to teach the boys a trade in the old style. A lad goes into a shop and is shifted at the end of six months or twelve months, if he shows ability, to another class of work. As a result of that kind of training there is a probability that at the end of five years he will become a tradesman in the real sense of the term.

185. *By Mr. Giovanetti.*] I realise that this is an age of specialisation, but the foundation should first be laid. I would not go so far as to say that there are not separate trades in connection with coach building; there are industries which include branches which it would take five years to learn.

186. *By Mr. Sampson.*] The terms in the Schedule should be more general than specific, otherwise the Bill is abortive.

187. *By the Acting Chairman.*] You point out that there are within the term "mechanic" such trades as "rivetter," "moulder," and so forth, but it is within these terms that divisional labour arises; each of these branches of mechanics are trades for all practical purposes. For instance, take a moulder in the moulding shop; they keep a lad for about three years working at the rudiments of moulding and as a consequence he has nearly arrived at his time before he begins to do responsible work in that trade. He should not be kept to one branch all that time. Whatever trade he is apprenticed to he should have the general all-round tuition that will

enable him eventually to become a valuable citizen. He should be given every opportunity really to learn his trade.

188. *By Mr. Strachan.*] The Executive of the Federation to which I belong went through the various clauses of this Apprenticeship Bill, and we considered that as a beginning it was absolutely acceptable to us. We do not admit that it is just perfect, but to get a Bill like this through would be a start which could be built upon so easily that we practically do not want any alteration at all. We are satisfied with the Bill; we feel satisfied that it has been put up as the result of practical experience and by men who have been in a position to study the matter. After all, most of us agree that if we want anything good we have to pay for it. We consider that this Bill has been paid for by the people of the country and naturally we, as a Federation, are backing it up because we realise that if we had set out to do this thing, we could not have done it half so well because we could not have paid anyone to put the time in necessary to produce a Bill of this sort. We expect as a result of this legislation to bring about a state of affairs that, in a nutshell, will make every apprentice, when he becomes a man, more valuable to the community. He will be in a position to realise his responsibility to the community better than he can possibly do to-day. To-day we find that a lad serves his time and immediately he has done so, because of the defective training he has had he is "up against it"; he gets sour with the world and its conditions immediately, and becomes one of those elements inclined to curse everything without stopping to think what is the cause of his position. We think by bringing in a Bill such as this Apprenticeship Bill, these lads will get a sense of security. Those who have capabilities will be able to move about when they have passed their period of apprenticeship. That is not the case to-day. They cannot take advantage of the state of the labour market. I have been talking to a lot of men who work in the railway workshops at Salt River. Most of these men have been there since they finished their apprenticeship, and they are not able to move out. They feel that they have been trained to a class of work which has not its corollary anywhere else in the country. If they get discharged from the railways they are finished. These men may appear to be happy and contented, but they are not. They are all the time wishing they were in a position to make a change, in many cases they are weary of the monotony of the work. We say that if these lads had served their apprenticeship in the proper way they would now be free to go anywhere, and consequently there would not be the unrest and bad feeling which is in exis-

tence to-day. Looking at it from the employers' point of view, I agree that the apprentices would be less valuable at the outset than is the case under the present system, that is natural, the benefits would be mostly to the apprentices, but ultimately the benefit would be reflected all round. The better tradesmen will be an advantage to the lads themselves, to the employers, and to the community also. As the position stands to-day, I can quite understand that if a good employer gives a lad a thorough training, immediately that apprentice has sufficient confidence to go out into the world he will leave his employer to better his position. Of course the employer has the opportunity of making it worth his while to remain. In some cases as the position stands to-day such an employer might be placed at a disadvantage, because it is voluntary at present, but if it became law, the employers generally would have a chance of reaping the benefit of the better training which the apprentices would get. Very often to-day the grievance of the employers is want of efficiency on the part of the men, and for that reason during the past four years in particular it has been most difficult to negotiate with employers. Immediately I approach employers with regard to wages or conditions of their employees it is put to me that the employees are not worth what I am asking on their behalf. That is the argument of the employer, that there is a lack of efficiency. The lack of efficiency as indicated by employers in this country is terrible, and in that connection I am not referring to youngsters only, but to adults also. I put it down to bad training.

189. *By the Acting Chairman.*] I am bound to believe it in many cases; indeed I must admit that I have had cause to agree more often with employers than otherwise. I have always endeavoured to ascertain the cause, and invariably I have found that it was the result of the lack of proper training these lads have had between the ages of 17 and 25.

190. *By Mr. Strachan.*] It has been my experience that an apprentice who has been trained in what I may call a small shop has had a better opportunity of learning his trade than one who has been trained in a big shop. The chances of an average lad are certainly better in a small shop. But it is largely a matter of the lad's ability to pick things up and become interested. This is not altogether a question which can be settled because it is a big or a little shop. There are other factors which have a determining influence on what results will accrue, but given two lads of equal ability, the small shop is undoubtedly the better shop to learn a trade in. For one reason the machinery is not so good and consequently there is more thinking to be done as to how to get out of

difficulties. The difficulties are fewer in a bigger shop; somebody else has done the thinking beforehand and the work is more mechanical in consequence. In the event of the Committee getting the power to regulate the ratio of apprentices to journeymen, there would arise the question of whether there should be differentiation between the small shops and the large shops. In that connection I myself would agree to the small shop taking a bigger ratio, but taking human nature into account as we find it, I think it would be found to lay down a definite rule would be a better method. Everybody is looking round to see what his neighbour is doing. They do not take the merits of the matter into chief consideration.

191. *By Mr. Sampson.*] The small shop would make a better training ground for apprentices, but to introduce a different ratio would be looked upon with disfavour by employers.

192. *By Mr. Giovanetti.*] With regard to making an exception of the mining industry, because of the manner in which apprentices have been employed in the past, it might cause a certain amount of dissatisfaction among the mines people, but I am satisfied that there is a lot of educational work to be done in regard to relative values of good work and bad work. It is pitting one lad against another for competitive purposes without any consideration at all of relative values that is our trouble.

193. *By Mr. Hawley.*] There is no doubt that so far as the mines are concerned, this matter would affect their working costs. There is no question about it that it would increase their immediate costs. To-day they have more than their quota of apprentices in a great many instances, and these apprentices would have to be greatly reduced in number and be replaced by journeymen. That is the objection of the engineering industry, and if this Bill were in operation I take it that facilities would be given to those apprentices who are at present engaged, but gradually over a period of years the proper position would be attained. That is the position the Chamber of Mines have their eye on at the present moment. To save a lot of trouble it would be better to decide in the Bill itself the ratio of apprentices and not leave it to the various Committees. My remarks appear to indicate that so far as our representatives are concerned the tendency would be to cut down the number of representatives, but it would not be a question of cutting down, it would be actually getting the ratio put right. There are too many apprentices in the engineering industry even after allowing for the hope of expansion; even then, there are too many altogether. The expansion of the industry depends upon craftsmanship as much as anything else and we contend that those who are undergoing apprenticeship to-day will be " dead-enders " by the time they have completed

their time; the industry would be better with fewer but better trained men. It would be better still if there were the present number and all well trained, that is to say if we are going to agree that the industry is going to expand and will absorb them reasonably. My point is this, the only thing the apprenticeship committees would do in the event of the Bill being carried at the present moment would be, because of that over-abundance of apprentices in the mines, instead of the mines being allowed to take more apprentices to fill their places they would have to wait until the numbers are nearer the quota laid down. But that would not be cutting anybody off, it would simply be reducing the speed until they come into line. That is one objection which the Chamber of Mines must see to the Bill. I admit that the Chamber of Mines is a very capable body to decide as to how many they can take in to teach, but unfortunately these are matters which are left to the management, and every management has got to show efficiency of running and low costs, and the tendency is for the management to ignore the question of the quota of apprentices.

194. *By the Acting Chairman.*] The low wages paid to these lads to a certain extent covers the loss on a certain proportion who are not efficient, but generally speaking they must be efficient for they are placed on divisional work, and the industry profits because of their concentration on a particular class of work at the expense of these apprentices.

195. *By Mr. Giovanetti.*] The mining people are opposed to the Bill no doubt because of the increased cost it would entail to put journeymen in the places of the excess. We say that every industry should carry its proper quota of apprentices.

196. *By Mr. Hawley.*] On the question of whether the apprenticeship committees appointed under this Bill composed of an equal number of representatives of employers and employees would, in most cases, be able to come to a mutual agreement, to give some idea of the effect it would have if we take the last four or five years in which the Chamber of Mines and the South African Industrial Federation have dealt with matters pertaining to industry, I may say that on no occasion have we failed to come to an agreement and no one has been hurt. At the present moment they are not keeping to the agreement, simply because there is no law. I have indicated how far advanced the Chamber of Mines is in many respects and particularly in regard to apprenticeship questions as compared with outside employers. They are compelled to act contrary to their views. We have found in regard to many questions in which we have dealt with the Chamber of Mines they have had to consider outside people, and as a matter of fact have done so.

197. *By Mr. Sampson.*] This is really the crux of the Bill. The Bill proposes to appoint apprenticeship committees and one of their chief functions will be to determine the proportion of apprentices to journeymen. What you want to get at is what principle should be employed in determining that proportion. The first point is, what number of apprentices can be absorbed into a given industry. As to whether I mean that in a national or district sense, for practical purposes, I think it would be better to be in a district sense or in an industry sense if you like, but you could not do that in the mining industry. Of course that industry employs men of certain trades such as fitters and carpenters. As to whether they should be adjudicated upon, in a district sense or in consideration of what the industry can absorb, it seems to me that the Bill should lay down what the industry can absorb in a national sense. The next principle to be employed in determining the proportion is what number the industry can train properly, what facilities it can provide. As to whether I would agree that it would be a good thing in some districts to have one proportion of apprentices to journeymen and a different one in another district, this Bill asks for the proportion to be fixed and I think the proportion should be fixed in accordance with these principles, that proportion should be treated as a minimum and these apprenticeship committees we think could mutually agree what number could be increased. There should, however, be a national minimum laid down in the Bill. Supposing, if as a result of fixing the proportion under the Act, it was officially discovered that sufficient labour was not available and it was found that the proportion was wrong, then I think it would be a good argument for amending the Bill.

198. *By the Acting Chairman.*] You suggest that it is a good argument for not fixing a minimum in the Bill, but I think myself before that stage was reached the committees would have sensed the position. I do not think it should be left entirely to the committees. I think the minimum should be laid down in the Bill.

199. *By Mr. Sampson.*] My experience of the minimum wage is that it becomes a maximum, and I believe that would be the line followed; it would become *ipso facto* the position, the apprenticeship committees would fix upon the proportion to be laid down in every case without any stretching or elasticity at all.

200. *By the Acting Chairman.*] If the minimum is put into the Bill it immediately makes it inelastic, at any rate that is the tendency, but if it is left to the apprenticeship

committees it becomes a matter of one district fighting another. In your view it then becomes an argument for more co-ordination between the various districts. The point I was thinking about when Mr. Sampson was speaking was that there would have to be a National Conference at times between these committees. Some arrangement for co-ordination would have to be embodied in the Bill if there is no agreement with regard to fixing a minimum.

201. *By Mr. Sampson.*] I agree that it would be better to work up to an idea of national committees instead of district committees, committees that could view the point as a whole; the apprentices of a country is a national matter, and if that were so, under no consideration could the mining industry as a factor be ignored. They must be included in any Apprenticeship Bill if it is to be a success. I have some figures here which I might read to the Committee for information. These are figures which have been drawn up as a result of investigation. The statement starts by saying that the Chamber of Mines had, on the advice of their Technical Committee agreed to a one to four limit, the Railway Administration had accepted a limit of one to five, the printing industry to a limit of one to six, one apprentice being allowed for the first three journeymen, ironmoulders a limit of one to five. In the engineering trades there had been no hard and fast limits, but previous to April, 1919, the fixing of the limit at one to five, formed the subject of the strike ballot. At the Apprenticeship Conference held at Cape Town a one to three limit was recommended, with provision for latitude in terms of the following resolution, "That the number of apprentices be limited to one apprentice to three journeymen employed by the firm, or such proportion as may be determined from time to time by apprenticeship committees, but that in every case the decision be made with a view to ensuring thorough training of the apprentice." In several of the trades referred to, the one to three limit has since been adopted, and in the printing industry a change is, it is understood, in contemplation. In building trades, generally speaking, apprentices are not employed up to the limit, owing perhaps to difficulties in connection with trade fluctuations, but in engineering the shops are it is understood well up to the limit. In order to ascertain how many vacancies a given limit would yield the following figures, being a rough estimate of the number of journeymen employed in engineering and building on the Rand, excluding railway shops, are quoted:—

Trade.	*Journeymen.*	*Factor.*	*Apprentices Annually.*
Fitter and Turner ...	2000	5 x 3	133
Electrician	400	,,	27
Patternmoulder	50	,,	3
Moulder	200	6 x 3	11
Blacksmith	500	5 x 3	33
Boilermakers	800	,,	40
	3750		247

Those are the actual figures; there is no allowance for wastage. These figures were drawn up as a result of investigations made by the Secretary of the Juvenile Advisory Board.

202. *By Mr. Hawley.*] The number of journeymen who drop out annually is considered to be 12½ per cent., I think. As to how that keeps pace with the wastage, it would be all right on the assumption that there are a large number of unemployed; that balances the matter to a considerable extent.

203. *By Mr. Sampson.*] Turning now to the Wages Board the mining industry have taken up the same attitude to this Bill as they have done to the former, they do not want it to go through, they say they can fix up their agreements voluntarily with the workmen and prefer to fight it out with them if there is any dispute. If the Wages Board fix the wages for the industry in the towns and the mining houses did not agree to those wages there would be friction immediately. If you had two authorities fixing wages, the mines on the one hand and the Wages Board on the other friction would undoubtedly ensue, and I am afraid the case would go against the Chamber of Mines, because if the outside people agree to something better than the Chamber of Mines it would leave the Chamber in the position of some difficulty if they had to fight it. The Federation which I represent is one of the chief parties to an agreement with the mines, but we do not agree that they should be left out of the Bill. The mining industry should be brought in for the same reasons that we are putting forward for their being included in the Apprenticeship Bill With regard to section *seven* (2) which reads: "A Wages Board may fix minimum rates of wages, which shall be payable to any persons employed in the trade, or occupation carried on in the district, or area for which it is appointed, and the intervals at which payments of wages shall be made, and in exercising those powers, may take into consideration the age and experience of any such persons, and may fix a scale of rates payable to such persons, according to their age and experience, but in no case shall such scale be based upon the quantity or output of work done." I take it that is

intended to apply to people who have served no period of apprenticeship, and as an alternative qualification to a term of apprenticeship it is laid down that the scale shall be fixed on age and experience. I am afraid that it will not work well, that is my opinion in regard to that sub-section. The question then arises as to what other factor could be introduced. It seems to me that the only other factor would be for the Board to decide upon a minimum, but, as you point out, this sub-section refers to a minimum; it would have to be the average age and experience of those employed in that particular work, according to the age and experience of each individual would make it a very difficult thing. We have some experience of that position at present and what does it mean? It means that the Wages Board to-day has decided wages, and we find that as, say, a girl approaches the age when she has to be graded according to the higher rate, she is outed; she cannot get work, for nobody wants her at the higher rate.

204. *By Mr. Giovanetti.*] In regard to the possible closing down of mines, as you say, there has been some talk of, taking into consideration the question of the carpenters, and to avoid their being thrown out of employment, an agreement has been arrived at whereby they will be allowed to work for lower wages than carpenters in the building trades. We have not objected to this agreement, we have agreed because we realise that it was a case of choosing whether or not these people should be unemployed.

205. *By Mr. Sampson.*] As you say this clause lays down that a scale may be fixed according to the age and experience of the persons referred to, and I do not think it will work in every case, because a person may be over a certain age, and be not worth the money, and as a result will be dismissed, not on account of the person's age, but on account of inefficiency. That is one of the factors that would be introduced; that would mean continually bringing people before the Board. I would not advocate introducing the factor of efficiency, although I would like to do so. I think there should be a proviso to this clause so that the Wages Board may, after hearing the case of such a person, determine a lower rate of wages, if it is found that he or she is inefficient or infirm, or maimed in some way. The Trade Union rules allow men to work at a lower wage than the standard, and occasionaly we have allowed periods of apprenticeship to be extended. The difficulty arises from the fact that the person may not be inexperienced or inefficient, but simply through the process of time they are entitled to wages above what the particular job is worth; that is what happens in these cases,

the job becomes more costly to the employer than it is really worth to him; he does not say that the person is not capable of doing jobs. My experience is that they do not want to get rid of the employee who is serving them well, but they simply cannot afford to pay him that wage for the particular job. It is not a question of inefficiency.

206. *By the Chairman.*] As to whether we agree to a sliding scale for adults, we agree this way, that the thing is it is necessary to see that everyone gets a wage which will maintain him or her in decency.

207. *By Mr. Sampson.*] The position is that when people have been employed upon a class of work and have reached the maximum worth for that class of work at the end of five years, if the scale requires a higher payment at the end of that period they are dismissed. I think the best the Wages Bill can do is to provide that they shall have a sufficient sum of money to allow them to live decently. As to whether a man of 25, say, is employed on work of which a boy of 15 could do, you have raised the only question we ourselves are beat with. We are absolutely beat with this clause, it is the most difficult clause for which to find a solution. There is this about it in making it law under the Regulation of Wages Bill it would eliminate a certain amount of competition,—that is used to-day as an argument against giving a better wage. It is necessary to give discretionary power to the Wages Board so as to avoid any case of hardship.

(*At this stage the Acting Chairman left the room and Mr. Giovanetti took the Chair.*)

208. *By Mr. Hawley.*] Instead of the Clause reading "a scale of wages" that should be eliminated and provision should be made for the fixing three minimum rates of wages, one for juveniles, one for adult females, and one for adult males; that should form the basis of the whole thing. As to whether the question of efficiency should be allowed to come in and not merely go on age and experience, say, for instance, a woman is paid a wage as waitress, £12 10s. a month up to any age, what do we find—these people in the catering trades are continually discharging and taking on others. As far as my personal experience goes, if there were a wage laid down and the employer was allowed to augment that wage according to ability, I believe personally there would be less harm done and more constant satisfaction than under any other scheme, even when we have said that we are not satisfied, but that is all we can say in the matter at present. I mean there should be a minimum rate below which no employer could go.

209. *By Mr. Sampson.*] I do not think it is possible that a position could arise that all these three classes of people were going to perform the same classes of work. Your point is which would be the minimum. Where girls paid at different rates are engaged on the same class of work the tendency is for the younger and cheaper workers to be employed.

210. *By Mr. Hawley.*] In dealing with the licensed victuallers of Johannesburg and the wine and spirit people they asked us to bring along a scale suitable to their trade. They absolutely challenged us to make a suitable recommendation and we failed to do so; we did not fail to make a recommendation as suggested, but where we did fail was to show where we could improve it after the maximum was reached, better than they could. We had to accept that position. They fixed the minimum for adult males and for adult females and we accepted that, but the employers all round will be subject to what is agreed to, and it will only want one or two cases to be brought before the Wages Board when the community has sensed the position. We could provide in the Bill that the Wages Boards hammer it out on that basis and then make variations if they so desire. As to the constitution of the Boards, that is a matter that can be fixed up satisfactorily if there is equal representation of employers and employees with an outside chairman. I do not think it will invariably be left to the chairman to decide questions. My experience of Joint Boards is of such a nature that we have that delegates of trades unions to begin with are invariably arrogant, suspicious and unbelieving, and that sort of thing, and it is difficult to come to any agreement on any point at all, but after a few weeks by a process of cold reasoning they are generally brought to see the whole position. We have nothing to fear from a Board constituted as suggested in this Bill. It will lead to closer contact and a new spirit. The Federation recognises that in fixing wages the condition of the industry must be taken into consideration; our policy is to consider the purse from which the money is drawn. As to whether the present moment is the right time to extend the wages board principle seeing that there is uncertainty with regard to industries and unemployment in the country, if the time is not ripe now it will not come to fruition at all. Experience teaches us that immediately industry gets more stable than it is to-day employers as a rule are less likely to want any interference as it were with their methods of dealing with their employees, and I believe myself that this Parliament has a better chance of doing some real good to the country because of the chaotic condition of things, than

it would have at any other period. I believe the Wages Boards will help industries out of their troubles. I think they will do that to some extent by fixing wages. As you say we had a Wages Board at Port Elizabeth, and when it became a question of closing down it was admitted that any attempt to fix wages was a farce. The members of the Wages Board discussed the matter and as a result of their deliberations lower wages were agreed to. The fact that a Wages Board in operation has agreed to that leaves the workers in a more contented state that they could possibly be without such a Board, however bad the position may be.

211. *By Mr. Giovanetti.*] I suggest that the Wages Boards will practically solve the wages difficulty. At the present moment in Pretoria we have trouble with the catering people. The whole trouble is that they are paying wages which have been agreed to by the Wages Board and they refuse to recognise anything else. Our point is this, that we know that they are not paying the wages agreed to in every case, and there is nothing to compel them to do so. Even with investigation it is difficult to find out those who are not playing the game. It would be a different matter if it were a Board constituted by law. You suggest in regard to Clause Two (1) and (2) that where voluntary boards are in existence and work fairly well there is no reason why they should come under the Bill at all, but I think there is every reason why every Wages Board should come under the Bill, or rather they should all be given statutory effect. On the point of whether the Minister has to be satisfied that a Board is properly constituted, my Federation believes that what can be done by boards under this Bill will make for steady progress in the country for everybody concerned. They will provide a means of avoiding strikes. The Chamber of Mines will admit that these round table conferences we have had with them have saved them a tremendous amount of money, and as it has had that effect in their case alone what would it mean to the whole country, especially if they had the moral effect of the law behind them. The community is law abiding and we take it if these things had the power of the law behind them we should have solved the difficulty of having to think about strikes. We should realise that however much we disagreed with the decisions of these boards, as they were constitutional, we should have no hope of kicking against them. We are thoroughly convinced that this is the best method that has ever been made in this country towards bringing about amicable conditions and relations as between workers and employers.

212. *By Mr. Hawley.*] On the question of whether it would be advisable for the boards appointed to deal with wages

should also be appointed to deal with the question of apprentices and their wages, that is a moot point. Two boards may be somewhat expensive to run, but I should think in the very nature of the thing it would make for greater efficiency if there were two separate boards. After all the class of work which the wages boards would have to deal with is quite different from that which would be dealt with by the apprentices committees.

213. *By Mr. Sampson.*] There might be some conflict on one question and not on the other and by heaping too much on one board it would be looking for trouble.

214. *By Mr. Hawley.*] They would make investigations from different points of view. What we see in it is this; ultimately, after a period of experience you would find the same personnel on the same boards; they would fuse after a period of time, but to begin with I do not think it would be wise. I think they would require to have experience first, and then, as a development they would in all probability come together in the way I have suggested.

215. *By Mr. Giovanetti.*] Just before I go away I would like to say that most of my remarks have been to the effect that we are desirous that something should be done in regard to getting these Bills through the House and I hope this Committee will go into the matter and decide to support the Bills, because we are satisfied if there is any earnestness for a better state of affairs in the world this is the way to do it. It stands to reason that we spend money on our lads up to a certain age and just at the time when they should be taken in hand they are let loose on the world. Can you expect anything different. I think a Parliament such as this is the only body who can put the position right, and there is a tremendous responsibility to mankind resting on this Parliament of South Africa. I believe as I said in reply to a question, that it is possible at the present time, because of the state of agitation which the whole country is in, to do more in this direction than when we get down to steady conditions; when that time comes it will be more difficult. It wants only wholeheartedness. Whatever opposition there is at present the men who can see ahead must realise that it is for the good of the country. There is no question about that. I appeal to you to support these Bills, by doing so you will be doing a service to posterity.

Mr. William Freestone, examined.

216. *By Mr. Giovanetti.*] I am from the Government Labour Department and I understand that I have been called to give evidence on the Regulation of Wages Bill. I have seen

the Bill. With regard to Clause Seven, sub-section (2), my experience in respect of the fixing of the scale of wages under the present Bill has been, that from the beginning of the Bill, there has been a tremendous amount of opposition from employers to the scale itself.

217. *By Mr. Sampson.*] It was stated that the scale was not fair to the employer, that he was compelled under its provisions to discharge members of the staff—that refers, generally speaking, to girls—in the first place because the girls were not efficient and, in the second place, because their businesses would not stand the expense, and a third reason was given, that it was an encroachment on the rights of employers.

218. *By Mr. Giovanetti.*] The scales are fixed by wages boards composed of an equal number of employers and employees. The members were taken from the Employers' Associations on the one side, and, on the other, from the Trade Unions, the employers selecting their own representatives, and the employees similarly.

219. *By Mr. Sampson.*] As to whether it has been my experience that a large number of persons have been dismissed as a result of the fixing of the scale, I think a fair number has been dismissed, especially those of the small employers, who have been in the habit of keeping three or four assistants. As to whether I think it has been due to the fact that the persons dismissed were not efficient or whether it was that the business could not stand it, I think in most cases it was because the business could not stand the expense, but the employers have backed their actions by the assertion that the girls were not worth the money. The class of wor upon which they are engaged would not pay the employer to continue them at the increased wages required by the provisions of the Bill. A girl of 18 would be entitled to £6 per month and at the end of two years she would arrive at £12 10s. A girl in one of those shops might have had four or five years of experience, but the employers claim that, in many cases, a girl with two years of experience could do the work equally well and, consequently, because of the higher rate of wages that a girl who has had four or five years of experience is entitled to receive, they dismiss her and take on a girl who has only had a couple of years or less experience. My point is that in certain classes of work, length of experience is not a considerable factor, and the employees cannot get more proficient by reason of their age. It is a claim of the employers that the girls do not get more efficient from the fact that they have had three or four years of experience in certain classes of work. Up to a certain point, they could be-

come more and more efficient, but, when that point has been reached, they stop growing in efficiency, and, as under the provisions of the Bill their wages must continue to increase, the employer gets rid of them, because he cannot afford to pay the higher rate. The effect, therefore, is to create employment for young persons only. It seems to me that we should do away with the scale and fix a minimum rate only, so far as adults are concerned; that is, in respect of women over the age of 18. With regard to apprentices and improvers, where such apprentices are necessary, a scale is all right and necessary, but so far as fixing a girl's income on her age and experience, I think, in actual practice, this is a serious handicap to the girl herself. Taking the general run of businesses here, a girl starts at the age of 18 years of age at the rate of £6 per month as a minimum. These businesses do not demand increased efficiency beyond a certain point. There is a limit of efficiency necessary for the employer's purpose; therefore, as soon as they reach that point, and it is necessary to put up the wages, in accordance with the provisions of the Act, the employer gets rid of them and gets a cheaper assistant.

220. *By Mr. Giovanetti.*] To obviate that, I think, the Trade Union practice is the best: one minimum wage. As to what age I should suggest to start at, so far as girls are concerned, seeing that the present Regulation of Wages Bill fixes young persons up to the age of 18, and women after the age of 18, I think for women the age should be 18, girls commencing at the age of 15 years.

221. *By Mr. Sampson.*] If experience and efficiency is to count and, if it is of the value that the employer puts upon it, if he is a decent employer, he will be inclined to recognise this efficiency. It would mean, at any rate, that a woman would be sure of a decent minimum without any danger of her being thrown out of employment.

222. *By Mr. Strachan.*] As to whether there would not require to be some restriction to prevent some employers using practically nothing but juvenile labour, employers who do not want to pay the minimum wage, I think there are certain cases where the employer would be inclined to dismiss those of the age of 18 years for the purpose of filling the shop with girls between 15 and 18, but it would be impossible in most businesses to carry that out. I think it should be left to the employer to give a girl more than the minimum, as he thinks fit, before reaching 18 years of age, in the absence of an apprenticeship agreement. With regard to businesses where the apprenticeship system does not apply, shop girls for instance, I think it would be better in that way.

223. *By Mr. Sampson.*] You asked if it would not be better, instead of making it adamant, that, where a case of hardship is likely to ensue, the circumstances should be taken into account, and a Wages Board be given the power to vary: but, if that practice was allowed, it would mean that everybody would be coming before the Wages Board, asking for exemption, because the employers object to what they consider interference with their affairs. I understand that there has been evidence given, that it is not a fact that people have been dismissed in Cape Town under circumstances such as have been referred to, but I can controvert that. I have here particulars of six definite cases where it has happened; these six are representative of a large number of others. It is a question, of course, whether or not it would happen if there was a shortage of labour, no doubt, it would be influenced to a large extent by the state of the labour market. These six cases to which I have referred, have been reported quite recently. One is from Woodstock and the other five are Cape Town cases of girls who have been replaced in shops. I have reason to think that there are a large number of others. The Commercial Employees' Association have been fixing up an investigation committee and they told me last week, that they had got over 200 complaints, where the minimum is not paid. There appears to be a feeling in the minds of many employers that there is compulsion in this matter, and that gives rise to a sort of antagonism, so far as complying with the findings of the Board is concerned.

224. *By Mr. Strachan.*] One of the great troubles is the position of the girls who cannot get employment at all, on account of their age and experience. The Bill provides that a girl of 18, without previous experience, shall receive a minimum of £6 per month; a girl might have had 3 or 4 years' experience and be out of work, and because she cannot get a position at the rate provided for under this Bill, she simply goes seeking a job and says nothing about having had experience. I do not see how you could stop that.

225. *By Mr. Giovanetti.*] I did say the employers were opposed to it, and I have formed that opinion on account of my experience. In the first place, they accepted the position so far as this; the findings of the Board and the fixing of the minimum were published for a period of two months, in which it was open for anybody to take exception. Right along the line until a week before the scale was fixed, no complaint at all came in; then we received two complaints, one from Observatory, and the other from Wynberg. After the scales were fixed, we were bombarded with complaints, wherever we went, that the whole thing was unjust.

226. *By Mr. Sampson.*] To some extent I have found a way out of the difficulty. When these young people have been excluded from employment, because they had reached a certain age limit and the employers would not give them more, there is apparently a temptation for a girl to say that she has not had experience. As to whether it would be a great hardship, seeing that there are only a few cases, I am afraid, there are a large number of cases, where girls would take on work at from £6 to £9 per month, if they could get it, although under the scale they are entitled to £12 10s. I was at one big firm the other day, and I was told of a typist asking for a junior position: the employer knew that she had had five or six years' experience as a typist; but she was willing to work for £8 10s. per month. As a matter of fact, she has been in his employ for over three years; the employer himself happened to be a member of the Board, and he was not prepared to take the risk or did not feel justified to engage the girl at that figure, and getting into trouble with the Board. We could always get people to work for less, but that would deprive more competent people of their jobs. A man who is out of work may be inclined to sell his services for less than the standard rate, if he were allowed to do so.

227. *By Mr. Hawley.*] I have not a record of how many cases there are where chairmen of Wages Boards have been called upon to give their casting vote. So far as Cape Town is concerned, I think that occurred on only one occasion and that was in regard to the Leather Workers. The Chairman was called upon to give his casting vote on that occasion in connection with one particular grade. With regard to Clause 7, which provides that a Wages Board may fix varying rates for different portions of an area or a district for which it is appointed, I understand that this is to provide for country districts where the conditions are different from those of the towns. It may open the door for those in the towns to come along and say that they are running their business under conditions which will entitle them to a differential rate.

228. *By Mr. Sampson.*] There should be discretionary powers. If a Wages Board was appointed for by the Printing Industry of South Africa, it would be impossible to fix the same wages for Cape Town and Johannesburg. You would do as you are now doing in your Council; you would need to have the Clause in the Bill made clearer than it is at present. Take the case of any particular employer coming along with the idea that he has the right to appeal for a differential rate, and he puts up a good case, by showing that the conditions in his factory within the area, were far superior to those in any other factory in that area, that the work was cleaner, that the rooms were loftier, and every facility was

given to the work-people, and so forth; and, therefore, because of those things, he should have that right. I do not think, however, that it could come under this Clause; I think it would have to be, for some reason, connected with the locality. I do not see any danger in the working of it, except that there will be so many applications for exemption owing to the interpretation. Employers are likely to apply to the sub-section.

Wednesday 11*th* *May*, 1921.

PRESENT :

MR. GIOVANETTI (Acting Chairman).

Mr. Sampson.
Mr. Hawley.
Mr. J. B. Wessels.
Mr. Scholtz.
Mr. Heyns.

Mr. Bernard Price, examined :

229. *By the Acting Chairman.*] I am representing the Victoria Falls and Transvaal Power Company Ltd., with its subsidiary company, the Rand Mines Power Supply Company, Ltd. I would first like to deal with the Apprenticeship Bill, then the Regulation of Wages Bill and finally just a word on the Juvenile Affairs Bill. I have prepared a short statement in regard to the Apprenticeship Bill as follows :

> "The Victoria Falls and Transvaal Power Company, Limited, with its subsidary Company, the Rand Mines Power Supply Company, Limited (hereinafter jointly referred to as "the Power Company") supplies electrical energy and compressed air in very large quantities to the Gold Mining Industry and certain quantities to the Gold Mining Industry and certain Municipalities, Government Departments and other Industrial Consumers situate in the Witwatersrand District. The combined undertaking of the two Companies supplies about 800,000,000 units per annum of electrical energy and compressed air and is probably the largest concern of its kind in the British Empire. It employs about 700 white employees, of which only 150 belong to the Trades scheduled to the Bill and only 46 are apprentices in these Trades.

As the function of the business is to generate and deliver power, most of the employees are engaged in various "occupations" concerned with the operation of the machinery and plant installed by the Power Company and these men do not belong to the recognised "trades." The only employees belonging to the Trades scheduled to the Act (excluding Winding and Stationary Engine Drivers, who are specially referred to later) are those required for repairing and maintaining machinery and apparatus or for any new construction work which may be undertaken from time to time and consequently the number of such tradesmen and of apprentices is relatively small.

The Power Company is not sufficiently well acquaintde with the conditions obtaining in smaller and less highly organised Industries and Trades throughout the Union to express any very definite opinion as to how far it is desired or necessary to legislate on the lines set out in the Bill. It desires however to urge most strongly that legislation on the lines of the Bill, if applied to the Power Company or any other large and highly organised Industry, would fulfil no useful purpose but, on the contrary might in some respects operate to the detriment of youths whom it is intended to benefit.

The Bill places practically the whole of the control of Apprentices in the hands of a Committee and or Inspector appointed under the Act and, as a consequence, the Employer would probably feel less disposed to take that personal interest which he has previously done in the progress and development of individual Apprentices. It is felt that in an omnibus Bill of this description the human factor is apt to be lost sight of. Under existing conditions, the Power Company and other Employers in organised Industries have recognised the duty devolving upon them of giving their Apprentices a good training. It has become largely a personal matter and the officials in charge of the Shops have taken a personal interest in the lads. I will put in as evidence summarised particulars of the terms, conditions and privileges granted to its Apprentices by the Power Company, together with a copy of the Power Company's form of Indenture, (documents put in) and from these it will be apparent that the Power Company treats its Apprentices in a considerate and liberal manner and that it has voluntarily done more than might have been expected of it to ensure the welfare and encouragement of the lads indentured to it. The Power company feels therefore that where an Industry is well organised there is no need for machinery such as that which would be created under the Act.

Another general objection which the Power Company desires to raise is that the Bill appears to accept the principle of precise delimitation as between various Trades and Occupations or, what is generally known as the principle of "one man, one job." This is felt to be a dangerous principle when applied to many Industries and especially the Industry of Power Supply where efficiency demands considerable latitude. The Select Committee's attention is particularly drawn to the fact that the major portion of the Power Company's Employees that is leaving out clerical workers, is engaged in "Occupations" and not "Trades" and that it would be absurd to indenture Apprentices to these Occupations. Employees engaged in Occupations such as those of Turbine-drivers, Pump attendants, Firemen and Greasers are drawn from miscellaneous walks of life and are rapidly trained to their work. Only a few months are required to render men of ordinary intelligence efficient at such work and, in the opinion of the Power Company, it would be as reasonable to indenture apprentices to the occupations of Lift Operators, Tramcar Drivers or Motor Car Drivers as to indenture them to the aforesaid occupations of the Power Company's system. For these reasons the Power Company takes strong objection to the inclusion of "Stationary Engine Drivers (classified under "Mechanical Engineering Industry) in the First Schedule to the Bill and to the possibility of other Occupations of the nature indicated being subsequently added to this Schedule.

The Power Company would also point out that the Bill is only another example of the tendency to set up an ever increasing number of cumbersome Committees (in this instance, for many Trades and in many Districts) with a consequent increase in public expenditure and in the time and labour which employers are called upon to expend in providing information and satisfying the requirements of Government Departments which is already tending to interfere seriously with the expeditious conduct of business.

In addition to the above general criticism, the following comments are submitted on certain sections of the Bill in case legislation for restricted application may be deemed desirable, viz:

Section one.—As already explained, the Power Company contends that the Minister should have power to exclude from the operation of the Act a Company or Employer of recognised standing in an organised Industry who is able to satisfy the Minister that the best interests of the Apprentices are already being served. In the Power Company's opinion, the Act should be permissive only.

No Occupation not already specified in the First Schedule to the Bill should be added thereto unless Employers and Employees have mutually requested the inclusion of such Occupation in the said Schedule.

Section nine, sub-section 1.—It should be possible to terminate a Contract of Apprenticeship by mutual agreement of all parties concerned without the Approval of the Apprenticeship Committee.

Section eleven, sub-section 2.—It is not clear what the position would be if no organisation or association of Employers existed for the Particular Industry concerned. The Power Company is not a member of any such organisation or association.

Section twelve.—As the Apprenticeship Committee is equally representative of Employers and Employees, a decision on an important question should not rest upon a snatch vote. The minority should have the right of referring the matter to a full Committee before any decision is reached.

Section fourteen, sub-section 1 (*b*).—Provision should be made to preclude the possibility of an Employer having to dismiss Apprentices or, alternatively, of engaging more Tradesmen in order to comply with the ratio laid down from time to time by the Apprenticeship Committee. That is the ratio of apprentices to tradesmen.

Section fourteen, sub-section 1 (*f*).—It is contended that this sub-section is far too wide. The matters to be dealt with by the Apprenticeship Committee should be confined to those which the parties have failed to settle among themselves and which one or the other, or both the parties, desire to submit to the Apprenticeship Committee. That is cases of dispute under an apprenticeship contract.

Section fourteen, sub-section 3 *and* 4.—The power to alter the period of apprenticeship or scale of wages for Apprentices should be limited to contracts of apprenticeship entered into subsequent to the establishment of the Apprenticeship Committee.

First Schedule.—Stationary Engine Drivers should be excluded."

It will be seen from the above that the burden of my evidence is the request that our industry, and others which may be termed organised industries, should be exempted from the operation of the Act.

230. *By Mr. Sampson.*] As to whether, in regard to section *one*, I consider that the Minister is a more competent person to decide what the conditions of apprenticeship should be than the Apprenticeship Committees composed of persons engaged in that particular trade, this is a case where the State is proposing to establish the control of apprentices, and before that control is exercised there should be representation to the Minister who should not agree until he is satisfied. Of course the Minister in coming to a decision, would be wise to take the opinions of those engaged in the industry, employees as well as employers. Supposing an employees' organisation approached the Minister to have a Board set up in any particular district, or in regard to any particular industry, I take it that the Minister would at once approach the employers in that industry to get their views, and he would judge as to the necessity or otherwise of establishing a Board, according to the position as it was disclosed by the two sides. I think the Minister is the most suitable person to deal with a matter of that kind. He would not have to depend on his own knowledge, he would be in a position to hear both sides of the question, and should be the one authorised to give a decision; the Minister should have the final prerogative in regard to this matter, but, as I have pointed out, he would be guided by the advice of both parties. It cannot be expected that the Minister could know anything about the conditions prevailing in an industry, but it seems to me that it should be left to him to make the final decision as to whether it is desirable or necessary to establish an Apprenticeship Committee in any particular case. You suggest that the proposed apprenticeship Committee is the best body to deal with the matter, but an apprenticeship committee will not be there until the Minister has given his decision. I cannot see any necessity for the Minister to establish such a Committee in order to find out whether that Committee is necessary. Supposing there is no no Apprenticeship Committee and a deputation of employees approach the Minister to ask to have one established; the Minister would ask for reasons, and, if necessary, would call a conference of employers and employees and get the matter thrashed out, and on a question of this sort, a question dealing with apprentices, there should not be a big difference of opinion. I will simply put it this way: so long as employers were dealing with apprentices in the way we are dealing with ours the apprentices would gain nothing

by this Bill; they would have no reason to ask for an Apprenticeship Committee to be set up, and we should not wish for one at all, consequently nothing would be done. If the apprentices were dissatisfied with their conditions they could then go to the Minister, but if they had been allowed to get dissatisfied it would be for some good and sufficient reason, and if would probably end in the setting up of an Apprenticeship Committee. I am conscientiously satisfied with our Company's procedure. If you told me you were not satisfied with the manner in which we are training the youths of the country I can only say that I would agree that you have the right to your opinion that the State has a duty to see that the youth of the country is properly trained. If, as you suggest, you were not satisfied with the number of apprentices we had indentured you would be entitled, through a representative body, to approach the Minister, but it would be more likely that it would be we who would ask for an increase. The Power Company has shown by its action a keen desire to assist its apprentices to the best of its ability. Proof of that would be forthcoming if enquiry was made from the apprentices themselves or their parents or guardians. You suggest that it is not a question of the treatment of apprentices but it is a matter of a principle, whether there is the proper ratio and so on. I am simply saying that it is not in the interests of the apprentices to set up machinery of this kind. You infer that I am of opinion that the employer is the best person to judge as to how apprentices should be trained; I am not clear about your question, but as a matter of fact the apprentices are trained not by the employer but by those who are supervising his work, certainly not the shareholders, but everyone who is controlling the particular shop in which the apprentice works. It would be absurd to expect the employer, in the sense of the shareholders, to train the apprentices. The apprentices in our shops get their training in the same way as in any other shop. I have been an apprentice myself and take my part in the training of the apprentices. Generally speaking they learn by working with other people who have already learnt, whom they see work, and whom they have to work for. They also get their training from the foreman; they can always ask him questions, but I suppose they get training more than anything else by keeping their eyes open, and by the use of tools under sympathetic supervision. I do not think the scheme which is working now should be upset; it is working better, in my opinion, than would the proposed new one.

Your point, I understand, is that the employer does not train the apprentice ; it is the journeymen who do that ; the persons working in the shop, and they should have a voice in the matter. They have a voice, it seems to me ; if they are not satisfied they can go to the employer. The officials in our shops, the foreman and the men above the foremen know as much about these matters as the men themselves. I understand you contend that the journeymen have a better knowledge of what are suitable conditions than the employers which, you say, are the shareholders. I should like to try and answer your point ; I think I may do it this way. The employer is said to be the shareholders, but I would say that the representatives of the employer are just as competent, if not more competent, and more justified in considering the terms and conditions of the apprentice, than the men who are working alongside of him. I mean, by representatives of the employer, the foreman and the supervising officials in the shops controlling the boys' work. They are in charge of the work and surely they ought to be able to judge just as well as the men working alongside the apprentice. I am still not quite clear really what your point is. The shareholder does not know anything about it, that I admit, but I am told that he is the employer. Surely the employer has representatives in his officials, who have been through the mill, right down to the foreman. I am representing the employer myself, and the journeymen are also employees. My objection to is setting up complicated and unnecessary machinery, and I do not think it will operate to the benefit of the apprentices, indeed it may work to their detriment. I always try to work in with our employees.

231. *By the Acting Chairman.*] We have 40 apprentices and we get an annual report on each boy, both as regards his work in the shop and his work at the college, where he attends classes. As to how we fix the ratio of apprentices to journeymen, if I remember correctly, in the early days there was a limit put of three or four to one. Then the war came and our apprentices went ; in the meantime we took on others who were not eligible for military service, to fill their places, and when these young fellows came back we had more than the ordinary ratio. My belief is that any recognised ratio is being observed in the breach, and that the ratio is larger than it was ; the limit to-day is probably the economic one, that is to say, we are employing as many apprentices as we can properly train.

232. *By Mr. Sampson.*] We do not fix the ratio by any principle; I think it is really the economic limit which prevails. I do not know that the prevailing ratio came in by law, but at one time we had not to keep to that limit. I dare say it would be better to consider first the principle of what the industry can absorb, and secondly the number it can train. Your point is that it is the purpose of the Apprenticeship Committees to determine facts which other people are incompetent to determine, but I do not think it follows necessarily that the machinery provided for by this Bill is the best way of doing it. I should have thought that an organisation of employees or Trades Unions might very well go into that question, and if they came to the conclusion that too many lads were being trained to a certain trade they could make it known, and then other lads or their fathers would be guided by that knowledge and the matter would be made right in that way. I quite agree that the economic position of supply and demand should be the guiding principle, but I do not think it justifies this machinery. After all, a definite ratio was actually put forward by a body which was sufficiently representative of tradesmen and which, if it had so pleased, could have based its opinion on the economic principle. Your view is that it was not guided by proper principles. Supposing the Trades Union came to us to-morrow to say the ratio of apprentices in the various trades were not fixed on proper principles, we would be willing to co-operate with them; it could be done without this machinery. Supposing an Apprenticeship Committee composed of persons employed in the trade, and persons supervising the trade, sat down to determine what number the industry could train to a proper standard of efficiency, so that they could be absorbed finally into the trade with a reasonable chance of employment, it might be found that our Company was not taking as many as it might. You want to know what guarantee there would be if we were excluded from the Act that we would pull our full weight, but as you must know, that is not a likely contingency. I should have though the argument from your side would have been that we were employing too many; it has been the argument that employers are inclined to take more than they are entitled to, and I am surprised to hear this argument, which is in the opposite direction. In answer to my suggestion that the Trades Unions could themselves quite easily arrive at the economic position without this machinery, you say that we might not pull our weight, whereas the incentive is to pull over the weight. Then you ask me to suppose that

the employees in our establishment decided that we ought not to train more than or less than a certain number of apprentices, and say whether the machinery fixed under this Bill would not be desirable, so as to enforce us to take the proper number. I am sorry if I have given the impression that I am looking at everything from the employers' point of view, because that is not the impression I wish to create, and it is not a fact. I can assure you if you ask our employees or the Federation of Industries they will tell you that the Power Company has the reputation of trying to do the fair thing by its apprentices ; but we object to being brought under the Act. It seems to me that these Committees will probably deal with more than one industry, and people will be sitting there who do not understand the conditions in our industry. I understand the intention is that the Committees should be specific to the trades concerned, but in any case it will be a group of trades eventually. They will try to economise ; otherwise there will be an immense number of these Committees and it will become a most cumbersome arrangement. The alternative is to have groups of trades under certain Committees. We say that while we are not going to treat our apprentices unfairly we are not likely to continue to take a personal interest in each boy as we are doing at the present time. I think our officials will be inclined to do anything in reason, but they will not be inclined to take the close personal interest which they have been doing ; the transfer of control proposed in the Bill would take us out of the present atmosphere altogether. One would like it to be a personal matter so far as these boys are concerned, but it does not seem to me that it can continue to be so when everything is transferred into the hands of these Apprenticeship Committees. I agree that electrical engineering is a progressive industry, but my view is that the more important an industry has become the less reason is there for the Bill. I have already given my reasons for that in my opening statement. If such a big industry as ours is and such a progressive and highly organised one is going to do less than it ought to do for its apprentices, it deserves to have these Apprenticeship Committees put up. That, however, is a thing which will never happen. Why should there be any need for a guarantee of that. The economic position will settle the question of the proper number of apprentices who can be trained to the trade. If we take too many it will be found out, and the position will soon be adjusted, and if we have too few there will soon be a keen demand, with the result that fathers will press their sons to go into that trade. Where is the necessity for this investigation by committees? I do not say that the State has no right to govern the conditions under which apprentices shall be indentured, but I do not think the need exists in organised industries; I think the State has the right if there is the need. As to whether the present system of apprenticeship is working right in the country, in our industry and in the mining industry I think the apprentices are treated better than anywhere else in the world. I do not know what the conditions are in miscellaneous small industries scattered throughout the Union; there may be a growing need for such provisions as are laid down in this Bill in some places. That is a matter for this Select Committee to go into. If, however, you establish this complicated and rigid machinery to deal with conditions which at present are satisfactory, you will, in my opinion, make things worse instead of better. I admit that there may be a necessity for this Bill in certain industries outside ours, but you point out that that might lead to the creation of diffierent conditions for apprentices in different places. It seems to me that conditions, though different, might all be well suited to the several industries and places. There might be half a dozen ways in the same industry which would be more or less satisfactory. I do not see that there is any absolute reason why such things should be standardised throughout the country. If I choose to pay half what somebody else paid that might be unfair to the apprentices; then you could step in. I am asking for exemption only until such a thing takes place; but I am confident it will never happen and consequently to establish this machinery is a waste effort. I do not want to give the impression that we are out as employer against employee trying to look only at our side. If there is one subject where we have tried to look at matters from the employee's side it is in regard to the apprentices. I am speaking as representing the employer when I say that the Company and its officials have always shown a keen desire to do their best for the apprentices. I understand that you do not desire to infer that the Company has not been doing the right thing, but you wanted to find out what guarantee has the State, which you represent, that the Company is doing the right thing. Your view is that the assurance I have given is not sufficient because there is no guarantee; but I assure you when anything is not satisfactory in an industry of that kind it is bound to come to the surface very quickly. We were referring to what trades or occupations should not be placed in the schedule to the Bill, and I pointed out that it was not worth while learning many occupations;

that boys should be apprenticed to learn trades. I said it would be absurd to indenture an apprentice to the occupations in our industry. As I stated in my earlier remarks, a general objection which the Power Company desires to raise is that the Bill appears to accept the principle of precise delimitation as between various trades and occupations, or what is generally known as the principle of "one man, one job." This is felt to be a dangerous principle when applied to many industries, and especially the industry of power supply, where efficiency demands considerable latitude. The major portion of the Power Company's employees are engaged in "occupations" and not "trades," and it would be absurd to indenture apprentices to these occupations. That is the point I am trying to make. I understand you are in agreement with that, and you go further and say that the apprentice should be indentured to a general trade in which these occupations may form a part. That may be so, but I cannot think of a case. I see what your point is from your explanation with regard to the specific occupations which come under the head of a printer. I can perhaps make my point more clear if I take an actual case. We employ 40 apprentices for 150 trades, all of which appear in the schedule of this Act, and there are about 250 persons who follow various occupations such as drivers of turbines, pumping attendants, firemen looking after boilers in the boiler house, greasers who lubricate the machinery, and many others who have nothing to do with using tools at the bench. The are simply semi-skilled workers working eight-hour shifts, men we can draw from almost any walk of life to do these various jobs. If they leave our employ they carry no special knowledge with them ; if they went elsewhere to work they would have to be retrained. It is semi-skilled work, but it does not constitute a trade ; it is the kind of work that can be learnt by an intelligent man in something like six months. There are various grades in some of these occupations, for instance, there are three classes of compressor drivers and we apportion the rate of pay to meet the different conditions. If this occupation were scheduled to the Act I know exactly what would happen : the Trades Union would say that a "compressor driver" occupation carries with it a certain rate of pay : it would not matter what the grade of work might be, all men in that occupation would have to get that as the minimum rate. That is not fair. We had an example of this when the Amalgamated Engineers' Union allowed men in a certain occupation to join that Union. They promptly came to us with a proposal that men in that occupation should be classified as mechanics. We told them they were not tradesmen and would never be ranked as tradesmen. The mechanics themselves began to see that it was ridiculous that these people should necessarily be treated as if they had served a five years' apprenticeship. Nothing should be brought into the schedule and classified as a trade, which although above the standard of casual labour, is not really a trade in the full sense of the word. You contend that an apprenticeship committee is necessary to determine the various matters which we have been discussing at such length. As to whether the Minister is the proper person to determine these things, the point is this: if the representatives of a trades union come to the Minister and state that certain things are unfair, the Minister will want to satisfy himself that there is a *prima facie* case before anything is done. The machinery already in force which provides for joint meetings between representative organisations of employers and employees to discuss these matters, is sufficient. We have got on quite amicably, and if things came to a point where we could not find a solution, the State might say: "This is the point where we must make an investigation." It seems to me that you are advocating unnecessary and cumbersome machinery to stave it off; there are 101 problems that might be argued in the same way. As to why "stationary engine-drivers" should be excluded, the wording in the schedule is "winding and stationary engine driver." Possibly a winding engine driver on the mines who raises men has reached a position in regard to which he may be classified as a tradesman. I do not know enough to argue that such work is not a trade. But I do know that the work of a "stationary engine driver" is not a trade, it is an occupation. I agree that this schedule is not determined from the point of view of dangerous occupations; it is laid down to show what are suitable trades or occupations to which to apprentice youths, and so far as the occupation of "stationary engine driver" is concerned, in my opinion it is one to which an intelligent man could be trained in from three to six months. You suggest that the period of apprenticeship could be shortened to meet that, but I think it would be absurd to apprentice a youth to such an occupation. It should be excluded because it is not wise to send out a youth into the world armed only with an indenture which shows that he was trained at one certain works to operate certain machinery for three or six months, and that he was employed for some period afterwards in working that particular machinery. It is of little value to an apprentice to have a certificate showing that he is able to do certain work in one particular place, if it is a kind of work that is of little value as training for somewhat similar work elsewhere. A six months' certificate that a man can work our turbines is not of much good to him, say in London, where there are quite different stations. The employer in London would have to train the man again before he could be allowed to take responsibility. My answer is not that the period of training required is too short to justify an apprenticeship, but that the apprenticeship is of little if any value. However long or however short the period may have been for an indenture to such an occupation, the completion of that indenture merely means that that man was trained to the satisfaction of his employer to operate certain machines in certain particular stations. It does not mean that the man can go out into the world and say he is a trained journeyman, and can perform useful work for anyone who wants to employ him. It is very unlikely he could go to another employer and have just the same kind of machinery to work; he might find everything different. The only thing he would know would be that he would have to lubricate machinery, read a certain number of thermometers, and feed certain bearings. The period of training is a short one and when a man has been trained his knowledge is not applicable to all engines. That you point out, is a general thing in all trades, andthose in the various trades have to accommodate themselves to the changed conditions, therefore it is a matter of degree. I am not asking that nothing requiring short of a five years' apprenticeship shall be treated as a trade; it is not really the period that is the main point; the thing is that when a man in such a case as I have referred to, has got his indenture, he has got nothing which is capable of general application. I really do not know exactly whether there is a trade of engine driver. The training of a locomotive engine driver includes many things. I do not know whether the training of a hauling engine driver must begin with the work of a stationary engine driver.

233. *By Mr. Scholtz.*] I do not think my objection to the apprenticeship committees under this Bill being applied to our industry is that they are too inelastic; my objection is that they are unnecessary in our case, and if they were applied, I think the tendency would be detrimental to the apprentices rather than otherwise. I do not know that I would say it is simply a case of the Bill being too inelastic. I suggest that

there should be personal control of a boy who is serving an apprenticeship. Boys have their idoiosyncrasies ; the foreman will spot one boy as a bright youngster both theoretically and practically and he will do all he can to interest himself in that boy. He will mention his case to us and we use our influence with the college authorities to give him every opportunity, and so on. Another may not be quite of that type and may require encouragement in another direction. If this Bill went through, I am afraid the same incentive would not be there. Our industry is highly organised and such industries should not be called upon to come under this Bill. No special body has been set up to which we can refer disputes between ourselves and our employees but we have had quite a number of conferences between deputations representing the S.A. Industrial Federation, our employees and ourselves as the management of the Company, conferences which often have been long and tedious, but always amicable, and at which we have dealt with questions of wages and conditions for employees. I do not think we have ever had a conference to deal with any point raised with regard to apprentices. We have succeeded in avoiding any strike, our men went out during the general strike of 1913, but we did not stop or curtail the full supply of our consumers' requirements owing to that. I agree that in the case of a strike the Government may be justified in intervening, but I do not say that I necessarily wish to see them do it ; the State should be in a position to safeguard public order so that one side does not get an unfair advantage. I do not say that the employers are in a better position to judge what numbers should be adopted than the apprenticeship committees. As I said in answer to a question the apprenticeship committees such as it is proposed to establish under this Bill might be competent bodies to investigate the economic conditions conditions in the industry and therefore the number of youths who should be trained and absorbed in an industry ; but the matter will always be governed by economic laws, and the Trades Unions can always get any information necessary to investigate the position and advise their members. We should always be willing to give them any information wanted. On the question of our being the people to decide in regard to the apprentices taken on, whether they are being fairly taught and whether justice is being done to them, I said that the representatives of the employers, myself, my officials and my foremen, all of whom have been apprentices themselves in their time, certainly know the conditions in the shops as well as the men who are working there. It is not a question of our being in favour of the employer; if there were any dissatisfaction among my apprentices, we should soon hear from the representatives of the S.A. Industrial Federation. We are out to do the right thing, and in our opinion the present machinery is satisfactory; until it fails why should it be necessary to establish the machinery which is proposed under this Bill.

234. *By Mr. Hawley.*] As to the position of apprentices if the rest of the employees were out on strike, I do not think we should attempt to press our apprentices unduly under such circumstances. At the time of the general strike in 1913 our men went out like everybody else. The call upon us was very much reduced and we carried on with the voluntary assistance of head office staff. I am not sure whether we had the assistance of our apprentices at that time or not, I cannot remember.

235. *By the Acting Chairman.*] With regard to the Wages Board Bill, the Victoria Falls and Transvaal Power Company, Limited, submits that in the case of organised industries the matters propsed to be dealt with under the Bill are better left for settlement between employers and employees through the methods and machinery already in vogue for that purpose. In the Power Company's experience these existing methods and machinery have proved adequate and it is felt that those contemplated under the Bill would be insufficiently elastic.

The Power Company would protest against wages and other working conditions in a "trade" being fixed for an industry largely by persons not engaged in that industry and it would point out how cumbersome the machinery would become if each trade or occupation (of which there is a considerable number in all industries of any importance) has its own Wages Board.

Objection is also taken to the fact that important decisions might depend upon the vote of the Chairman of a Board, whereas all experience goes to show that such decisions to be effective must ensure the support of a sufficient number of employers and employees in the industry concerned.

In the opinion of the Power Company, the provisions of sub-section 1 of section *two* of the Bill would be quite unsuitable and dangerous in the case of an industry such as that of power supply where conditions are somewhat peculiar. The term "occupation" is a very loose one and has no distinct meaning such as that associated with the term "trade" or "tradesman". For example, the Power Company employs three grades of compressor drivers and there are variations in the duties of pumpmen, which variations are recognised by differences in the rates of pay.

It is noted also that sub-section 2 of section *seven* of the Bill, which deals with the powers and functions of the Wages Board, might be interpreted to mean that if a man is engaged in an occupation to which a certain designation has been given, he must be paid at the minimum rate for that occupation, no matter what amount of labour is required in the carrying out of the duties involved.

The Power Company submits that the principle of establishing " occupations " by law is unsound because an occupation usually involves labour of a nature which can be carried out with little training and may involve graduations both in intelligence and labour.

For the above reasons the Power Company would urge that whatever argument there may be in favour of legislation on the proposed lines for meeting conditions in certain other industries, such legislation is not necessary or desirable in the case of organised industries and especially is it undesirable in the case of the special and peculiar industry carried on by the Power Company.

236. *By Mr. Sampson.*] We say that discussion between employers and employees is sufficient and therefore there is no need for Boards of this description. It seems to me that Boards will be set up which will replace the existing machinery. I notice that section *eight* deals with voluntary joint boards, but so far as we are concerned there is no board set up; we decided with the S.A. Industrial Federation that we would always deal with them direct and not with individual trade unions. I do not think it is right to set up boards of this description when the machinery at present in vogue is satisfactory. It will be time to appoint a board when the present machinery breaks down. I understand that the President of the Chamber of Mines took up the attitude that when the machinery breaks down there must be a fight, but what would happen if the machinery under this Bill breaks down? I presume his point was that it after exhausting discussion no settlement could be reached a decision obtained by a fight and influenced by public opinion will be more just than one awarded by the proposed machinery under the Act. You cannot avoid a strike by coming to an unfair decision. There is no better system to my mind than trying to postpone a fight as long as that is possible by full and free discussion and then, when you have exhausted all other means, resort to a fight. To expect to always get a good decision without a fight

may be unduly optimistic. You draw my attention to the fact that the boards will be constituted of persons engaged in the industry, but my point is that if you are going to have on these boards only those who are engaged in a particular trade you will have a mutliplicity of boards until the machinery will become extremely cumbersome, and, on the other hand, if you try to remedy that by grouping trades together then you have people voting on a particular point who are not actually interested in the trade. You will have either great multiplication on the one hand or the difficulty that I have referred to on the other, and as a result you may get an unfair decision. So long as discussion must first be exhausted before it comes to a fight I think the right decision is more likely to be reached by leaving it to a fight at the finish than to say that you are going to get the right decision by machinery of this kind. I do not think the machinery proposed under the Bill will work well. You suggest that the Minister is the person finally to determine ; the objecting party may make recommendations to the Minister for exemption or otherwise, but I do not agree with the State stepping in to solve all these problems for us. The Minister is given the power to call a conference, but it goes further than that; these Wages Boards can come in when the parties have failed to settle. Why not appoint, in such circumstances, a commission representing the two sides which have failed to agree. That would not have statutory powers, I agree, but it is because of the powers given under this Act that we differ.

236. *By the Acting Chairman.*] May I just say a few words in regard to the Juvenile Affairs' Bill, 1921 ? The Victoria Falls and Transvaal Power Company, Limited, employs only a relatively small number of juveniles, but it is possible that the Bill would have a considerable effect upon the Power Company and other Employers. It would appear that the powers, duties and functions of the Boards to be established under the Bill would only be prescribed by Regulations promulgated subsequently and consequently it is impossible to tender criticism at this stage. The Power Company, however, takes a strong objection to legislation enabling undefined functions and powers to be exercised by the boards which may be established under the Bill. There is another matter which I should like to mention. I think the Committee is aware that I was asked by the Council of the South African Institution of Engineers to submit a statement of their views and to answer any questions that may be asked by members of the Committee on the points raised.

238. *By Mr. Sampson.*] This is the premier technical society in this country.

239. *By the Acting Chairman.*] The statement I refer to is as follows :—

In the opinion of the Council of the South African Institution of Engineers the proposed Apprenticeship Act is undesirable and unnecessary.

The object of the proposed legislation is—

(*a*) to regulate apprenticeship to certain trades or occupations, and the carrying out of contracts of apprenticeship of persons thereto ;

(*b*) to provide for the establishment, powers and functions of committees to regulate such matters ;

(*c*) to make provision for matters connected with the training of apprentices and as to such other matters incidental to contracts of apprenticeship.

With regard to the first sentence of paragraph (*a*) this may be fully covered by the Apprentice and Improvers Act No. 29 of 1918, wherein it states " Whenever a Wages Board fixes a minimum rate of wages in respect of a specified trade or occupation or on any other occasion, it may fix the number of apprentices and improvers in proportion to the number of skilled workers who may be lawfully employed."

Further, the Council considers that the provisions of a Bill such as is under notice should apply only to employers and employees who mutually desire that it shall apply to them or to particular occupations and areas when the parties concerned fail to satisfy the Minister that the system of apprenticeship in vogue in the particular trade or area is a fair and reasonable one.

Systems of apprenticeship which have stood the test of time are at present in vogue in the Mining and other industries on the Rand, which have received very careful consideration by both employers and employees, and an Act for their regulation is unnecessary, while the provisions of the proposed Act leave room for disputes and difficulties to arise which at present do not exist.

With regard to the second sentence in paragraph (*a*), this may be dealt with under the common law and fortunately this is a method of procedure which has had to be seldom if ever resorted to, which implies that occasions for doing so have seldom arisen.

It must be borne in mind that youths are not always adapted for the trade they choose, and no matter how much tuition boys of this class may receive they never become efficient tradesmen. Therefore, in the opinion of the Council, the matter of contracts would be left much more safely in the hands of the employer, as at present, rather than in those of a third party, which would probably increase rather than decrease any differences which there may be between employer and apprentice.

With regard to paragraph (*b*) the Committee to be established under the proposed Act, has power to take up all manner of trivial complaints (section *fourteen* (1) (*f*) which may not even have been brought to the notice of the employer on the one hand or the apprentice on the other ; this is not desirable and the Committee should have no power to investigate a matter except at the request of one or all the parties to the contract of apprenticeship.

Further, under Section *twelve*, the Committee is competent to pass a decision by a majority of the members present, subject of course to the necessary quorum being present. This, bearing in mind the fact that the Committee is composed of an equal number of representatives of the employers and the employees, is in the opinion of the Council a dangerous principle as a meeting which is unable to come to a unanimous decision, may, through an inadvertent minority, be able to carry a one sided resolution by a snatch vote. Seeing that the whole object of the Bill is to obtain co-operation between employers and employees in regard to matters relating to apprentices and not to provide opportunities for snatch decisions, no resolutions of importance should be passed except by a full meeting of the Committee.

With regard to paragraph (*c*) the question appears to be whether there is sufficient reason to believe that apprentices under the control of an outside party will become better tradesmen than they would be under the control of the employer.

In the opinion of the Council the employer is the best one capable of control. Boys while undergoing their apprenticeship are of an age to realise their strength, but unfortunately their minds are not always developed in proportion. Consequently trivial complaints which are at present smoothed over by the employer would be brought in front of the Apprenticeship Committee thereby creating unnecessary friction between the parties, which in turn would be detrimental to discipline. Naturally an employer is not going to enter into a contract with an apprentice if there are going to be any undesirable complications, and this in itself may tend to decrease rather than to increase the number of apprentices employed.

Apprentices on these fields are more generously treated than in any other part of the world. There are to-day some of the most capable men in South Africa who served their apprenticeship here under a system in which there was no legislation. It has been observed, too, that during the past few years boys are not now so keen on learning as they were previously. The war may have had something to do with this, but there is reason to suspect that the instillation of self-reliance would be more beneficial to apprentices than spoon-feeding.

It must also be borne in mind that in so far as the mining industry is concerned it is an entirely different position to that of the manufacturer. On the mines the maintenance is mostly in connection with plant which must be carefully handled by skilled workers so as to prevent accidents to others. Apprentices cannot be employed for this class of work and it is therefore open to question whether apprentices are of benefit to the mining industry, and it is practically certain that what little advantage there may be would be entirely lost by the proposed legislation.

According to the proposed Act the Committee has power to fix the ratio of apprentices to journeymen. This opens up possibilities whereby the employer may be compelled to dismiss apprentices or alternatively to engage more tradesmen in order to comply with the ratio laid down from time to time by the Committee. Further, the Committee has power to alter the period of apprenticeship and the scale of wages for apprentices. This might entail upon the employer the acceptance of unknown legal and financial responsibilities when taking on an apprentice.

Further, the Council desires to express its emphatic opinion that in no case shall an apprentice become a member trades union during the term of his apprenticeship.

With regard to the First Schedule accompanying the Bill, this in the opinion of the Council, is another most undesirable feature of it.

The Council protests against the inclusion in the Schedule of winding and stationary engine driving as an independent trade to which an apprenticeship has to be served.

In view of the fact that this is a new country with industries in their infancy, trades and occupations should not be too closely specialised. The main object should be to train an apprentice so that he can obtain an all round knowledge of his trade and not merely branches of it, and the tendency shown in the Schedule to define so minutely occupations, some of which require a relatively short period of training, is strongly objected to as tending to reduce efficiency and to restrict occupations to the principle of one man one job which is detrimental to any industry.

240. *By Mr. Sampson.*] I understand you have had evidence with regard to section *four* (2) of the Apprenticeship Bill which which states that no person shall be employed in any scheduled occupation for a longer period than three months before he is actually apprenticed. I believe we start our apprentices right away subject only to a short probationary period to satisfy us that a boy behaves decently and has a reasonable chance of becoming a compettent tradesman before we enter into the indenture. I think three months is sufficient.

Mr. Thomas Searle, examined :

241. *By the Acting Chairman.*] I am representing the firm of Searle's Limited, at Great Brak River. I would like, first of all, to give evidence on the Apprenticeship Bill. I will deal deal with a few of the Clauses of the Bill and then go into the general aspect to show how it will affect the country districts, as apart from the large areas, like Johannesburg, Port Elizabeth, etc. I may mention that the Chamber of Industries appointed representatives to give evidence, but we down in the South-Western districts, to a very large extent felt that our conditions were so different from those prevailing in the larger centres, that our position ought to be specially put before the Committee. This is how it came about that I have come before you to deal with the matter from the point of view of the country districts generally. The only written authority I have for saying that I represent others besides myself is a letter which I have here from one other manufacturer, which I will put in. (*Letter put in.*) I understand that the representatives of manufacturers have already given evidence through the S.A. Chamber of Industries. But I do not know what evidence they gave. I represent roughly what I may call the South-Western districts. We had a conference last year on the Apprenticeship Bill and they deputed me to be their Chairman and to call another conference to form ourselves into a separate organisation ; but that did not eventuate. I have no authority beyond the general feeling that I feel sure I am authorized to

represent them. With regard to the general objections to the Bill, I will leave that to the last, and first of all go into a few Clauses. The first point I have to draw attention to is section *four* (2), in connection with which the Schedule is indefinite. I am representing chiefly the leather and bootmaking industry, the firm of Messrs. Searle's Ltd., being one of the largest tanning industries and bootmaking factories in the country. The Schedule does not at all cover, in my opinion, the industry properly. Take, for instance, the leather industry: there is nothing at all about tanning; I do not know whether it has been omitted by set purpose or not.

242. *By Mr. Sampson.*] A currier is not a tanner; this is a separate trade altogether; a tanner is a man who tans the leather, and it can be sold as tanned leather to the currier. In this country we have currying in the same shop, but it is a separate department. Currying, like a great many other things in the present day, is done partly by machinery. As to whether it is possible to apprentice a person to currying only, I think it would be reasonable to tell a youth that there are openings in the currying trade and that he will be able to earn a livelihood as a currier. Of course, you could never get a man apprenticed to be an expert tanner, without teaching him both the manufacturing part of it and the chemical part of it; to be a fully qualified tanner, he must also be partly a chemist. I only ask why the term " tanner " was not included in the Schedule if all juniors are to be apprentîced. As to whether the term should be included, well, it is a trade, but you would not apprentice a youth to be a tanner in this country; he would first have to go to school to learn the chemistry of tanning, and then he would have to take up the practical side of it. There are many branches. As to whether I would advise the Committee to include the term " tanner " I agree with the last witness that this Bill is unnecessary at the present juncture. It seems to me that you cannot put in " tanner "; you would have to put in the different branches of tanning. I think the whole Schedule is unsatisfactory for the same reason given by the last witness, with regard to stationary engine driving. Take bootmaking for instance. What is a " maker "? I understand that manufacturers have suggested that the term " maker " should be deleted in place of " clicker ", " laster ', and " pressman "; a " clicker " is all right. That trade should be included and perhaps that of " laster ". But there is no such thing as a bootmaker nowadays; there is hardly any man in any bootmaking factory who could go right through from A to Z in making a boot. Those methods of making boots are out

of date. If we wanted a specialist from England we should have to decide for what particular branch we wanted him.

243. *By the Acting Chairman.*] There are men whom you describe as bespoke men. who make boots to order ; they are more or less what I may call cobblers. But I do not think that you should have the term " maker " in the Schedule ; nobody knows what that means. The only men who actually make boots are the small men who make a few by hand.

244. *By Mr. Hawley.*] They could take apprentices and teach them that trade ; but it is doubtful if it would be of much use to them. Practically, the only way of making boots nowadays is by machinery ; one who has learned a trade such as this, would be an excrescence because there would be little scope for him. There is really no such trade as " boot-finisher." As a matter of fact there are possibly 50 or 60 different machines which do the finishing. so do not see how one could teach a youth finishing.

245. *By Mr. Sampson.*] As to how the finishers are obtained, we take a boy or a man and put him on to the machines ; it does not require much special skill at all ; it is really the machine which does the work, and he has to work the machine.

246. *By the Acting Chairman.*] A youth could be apprenticed as a " clicker " ; this is a very important branch of the trade of bootmaking, but anyone could learn to be a pressman in a few weeks. I think there should be only two definitions in the Schedule, " clicker " and " closer ". These are the only two branches to which you could apprentice a boy, although the work of a closer is more a girl's occupation ; she sews the uppers together. Clicking is perhaps the most important part of the trade ; it would take one from three to five years to learn to do it thoroughly, and even for this work machinery is being introduced. In stead of cutting round the patterns with a knife, it is the practice in regard to certain classes of work, to stamp the various sections out. With regard to machinists, some will never get expert ; but, generally speaking, it takes from three to five years to become proficient where are many different machines. One could learn to be a " laster " in a few months., either by machine or by hand. This is my first point.

Then with regard to section *eight* (1) ; according to that section, a boy must have passed the sixth standard or be 16 years old. If he is 16 years old, and has not passed the sixth standard, he can leave school ; and, if he has passed the sixth standard before reaching the age of 16 years, he can also leave school ; if he has passed the sixth standard at 15 years of age, however, he cannot be employed until he has reached the age of 16 years. The Act in other respects makes provision for taking apprentices at the age of 15; so that should be brought into line. It should say, "age or standard". It is a minor point, but I think it is of some importance.

247. *By the Acting Chairman.*] The next point to which I want to draw the attention of the Committee, is section *eleven* (2) (*a*), which states that "every Committee shall consist of an equal number of representatives of employers and employees; the representatives of the employers being chosen by the organization or association of employers concerned, and the representatives of the employees being chosen by the trade union concerned: and any such organization, association or trade union may choose also alternate representatives." But what is the position where there are no employers' associations or organizations representing the employees—where there is no trade union? Sub-section (5) to some extent covers that, because it gives the powers of the Committee to the inspector; he is more or less taking the place of the Apprenticeship Board; but there is no provision in the above circumstances in case you want an Apprenticeship Board. That is supposing you want to bring an Apprenticeship Committee into existence, where there is no organization of employers or a trade union. I do not make any suggestion; I only wish to point out that there is no provision.

248. *By Mr. Sampson.*] According to your view it is not intended to apply where these organizations do not exist, owing to the difficulty of setting up a Committee. I realise that there is a difficulty, and my object is to draw attention to it. I think it is a difficulty under the Act. It does not say it is only intended to apply where organizations of employers or employees exist; we have neither in the South-Western districts. Section *fourteen* (4) provides that an Apprenticeship Committee may, upon application, by an organization of employers or employees concerned and after further inquiries, withdraw or vary any proportionate number of apprentices or the wages fixed by it. Well now, supposing the inspector was acting as the apprenticeship board, and laid down the proportion of apprentices, and you want to alter that, it could only be done if there was an organization of employees and employers.

249. *By Mr. Wessels.*] I am not in favour of the provisions of this Bill; I consider they are unnecessary.

250. *By the Acting Chairman.*] As to whether I want to suggest provisions to meet my objections, if this Bill is to go through, if there is to be a Bill at all, Parliament might as well make provision for as many contingencies as possible. Section *fifteen* (1), it seems to me, is open to objection, because a member of an apprenticeship committee may possibly be a competitor and have access to your books. I have already dealt with the fact that the list of trades referred to in the Schedule is incomplete. And then there is the question of the employer binding himself to teach the apprentice efficiently: that gives rise to a difficulty; it is referred to in the Second Schedule, which sets forth the form of contract or apprenticeship. If you are taking out that definition of trades in regard to those occupations which I have referred to, where you may have 101 machines involved, it would remove some of my objections. For instance, a man using a lasting machine need not learn anything else; he could find work all over the world as a worker of the lasting machine; it is the most complicated machine at present in use in the boot trade; but if you are going to be called upon to teach them efficiently to be "makers," it means that you would have to start them off on one machine and teach them every machine in the business. The indefiniteness of "occupation" makes it difficult; provided the question of occupation is put right, it would be a different matter: otherwise it would become a very serious matter indeed.

With regard to my general objections to the Bill, in the first place, our employees are mostly drawn from the class known as poor whites in our parts: that is, in the districts of George, Swellendam, etc. We have no opportunity of getting skilled workmen from the towns. The townspeople will not come to work in the country districts like ours. They are used to the towns and its attractions and they will not come to places like Great Brak River, and, therefore, we are bound to teach the people whom we draw from the districts surrounding us—the poor white Dutch people and, to some extent, coloured people also. I may say that we have been very successful in this direction. The moment you begin to limit the number of apprentices which we can take, it immediately limits the number of people whom we could teach to become skilled workmen. We are really a training ground for such places as Port Elizabeth and Johannesburg. They are constantly drawing supplies from our districts, whereas we cannot draw from them in return, because the people will not come to work in the country; but the young people will go from the country to work in the towns. The Act does not say that apprenticeships should be limited; it leaves it to the apprenticeship committees; but the inference is they should be limited. One of the objections to the Bill is that the people from whom we draw our labour supply are not used to being bound down, as it were, and they object to binding their children to the employers. They feel that to do so is to some extent making slaves of them. I do not think it would be wise to bind down girls to serve their time as "machinists" or "closers"; many of them think that their whole object in life is to get married; what is the good of apprenticing a girl, 18 years of age, for five years, when, probably, before the end of that time, she gets married? I think this Bill ought to make a distinction between the sexes. I have not studied the question with regard to other countries as to whether they apprentice girls or not, but in this country girls would, for the most part, get married long before their apprenticeship period was completed. I do not think that they get married because they have no occupation.

251. *By Mr. Hawley.*] There is a wrong principle underlying this legislation; it implies that employers want to keep inefficient people, in order to pay them low wages; but commonsense ought to show one that it does not pay an employer to keep an inefficient girl or boy or anybody else and to pay low wages. The idea of the employer is that he must train his employees efficiently. It does not pay an employer to keep a boy doing the work which he starts on, in order to keep him on a low wage. If that were possible, how would you get your skilled workmen? The employer is as anxious as anybody else to get his workpeople as highly skilled as possible. It is at the top of the tree where there is difficulty in finding suitable workers. If there is a shortage there, it means importing men from overseas, which is not the right policy for this country, apart from the expense to the employer. He naturally tries to train the boys or girls from below, so that he can draw from them to fill the more responsible positions.

252. *By Mr. Sampson.*] You suggest that the tendency is to teach a boy to become proficient in some particular process; but it would be quite impracticable to try and teach bootmaking all through; it would take him 20 years; we could not even import such men. If I tried all over the world to get a dozen men who know the bootmaking processes from A to Z, I could not get them; and those I could get, would

require higher wages than anybody could possibly pay for ordinary journeymen. They would be in a class by themselves. It is the same all over the world. Machinery has altered the whole process of boot and shoemaking.

253. *By Mr. J. B. Wessels.*] In our factories at Great Brak River, we have roughly 600 hands: a quarter to one-third of them are coloured, the other three-quarters being whites. The Committee will realize that it is difficult to get white men to work at lime pits and so on.

254. *By the Acting Chairman.*] We work from the beginning —from the making of the leather right to the finished boot. Another objection is, that there is no provision for employing majors in this Bill. When once a boy or girl has passed the age at which he or she could be apprenticed, there is no possibility of anyone ever getting into the skilled market; this Bill confines it to minors, and after that, your Regulation of Wages Bill lays down a minimum wage; and, therefore, when one has got beyond the age of a minor, there is no opportunity of learning a skilled trade for no one could afford to pay an unskilled major the minimum wage. We have many of our best workmen who came into our works after they became majors. These people have grown up as poor whites, and have come to realize necessity of bettering their position. They came to us and asked us to take them into the factory. We knew that they had to live and we naturally gave them more than a boy or girl starting; and some of them learned very quickly. It is no good trying by legislation to put everybody on the same level; you cannot do it. Supposing you had booked apprentices for three years, 25 per cent. of them will know more in one year than the other 75 per cent. will know in two years: and 50 per cent. will know more in two years than the remainder at the end of three years. A certain percentage will not know their trade properly at the end of the time. What are you to do?

255. *By Mr. Sampson.*] You suggest that the period of apprenticeship should be extended, and that the apprenticeship committees are empowered to do that. Certainly, there should be provision both to apprenticeship majors, and to extend the period of apprenticeship. To a certain extent, the necessity for apprenticing majors is due to the fact that there was no opportunity for their becoming apprentices when they were younger.

256. *By the Acting Chairman.*] The Apprenticeship Bill is seriously going to affect our industries, because there are so few whom you might call journeymen: they are in all stages

of development. The men at the top of the trade have started in our factory; but they are a small proportion of the whole. Clicking, for instance, is a very intricate business, and as soon as you get a clicker properly trained, he is snapped up by the factories in the towns.

With regard to the Regulation of Wages Bill, the first Clause, in my opinion is rather vague. What is agriculture, for instance? Agriculture involves a man in 101 occupations. If you have a man working on your farm, you do not find him all the time engaged in agriculture: You might put him on to making roads, and all sorts of thing which cannot be called agriculture. Then Clause Three seems to create a difficulty; for instance, I call for tenders for work and a contractor tenders to do the work; under Clause Three, I should be held responsible if he were breaking any of the provisions of the Regulations. How can I be held responsible? At any rate, this is how I read that Clause.

257. *By Mr. Sampson.*] I do not think I should be held responsible, because I do not know anything about the conditions laid down by the contractor or the basis upon which he tendered. You point out that he is in the position of a man who keeps a tailor's shop in Adderley Street and has nothing but rolls of cloth and a cutter; he gets a suit of cloth cut out an and sends it to others to make. You say, the question is, who is the employer, the man who cuts the cloth or the people who make it up? This is a matter which the Committee will have to consider.

258. *By the Acting Chairman.*] In regard to section *seven* (2), I think it is contradictory: you are making a minimum wage for every trade or occupation, and then you say you must take into consideration "age and experience". My suggestion is that it should be the individual: age and experience, and the general ability of the individual should count. I do not agree with the making of a minimum wage for a trade or occupation; make it a minimum wage by all means, but take efficiency into consideration.

259. *By Mr. Hawley.*] I understand it has been suggested that there should be three classes of minimum wages: one for juveniles, one for adult males, and a third for adult females; and after that they should be paid presumably on efficiency, I agree with that; but the minimum wage will have to be fairly low to cover the ground. It would certainly be better than the proposed meithod of a fixed scale, particularly so, when we have to deal with poor whites. We do not want our employees to starve.

260. *By the Acting Chairman.*] My next point is in connection with Clause Seven, sub-section 7. You are making provision here for people who have an infirmity or a physical injury; but there are hundreds, as I have mentioned, of people who have no physical infirmity, but who are not capable, because they are dull and slow. There should be some extension so as to meet the case of people who are incapable in that way. This Bill which has been drafted here, is better than some resolutions which were passed at the National Congress at Pretoria; but there it was laid down that the minimum wage should be on a national basis; that is impossible and impracticable in this country.

261. *By Mr. Hawley.*] I do not think there is very much to object to in the Regulation of Wages Bill, provided the minimum is not based on the Johannesburg scale, because they are going to deal with industries outside. It should be on a district basis. The Apprenticeship Bill might have the effect of causing smaller factories to close down.

Thursday, 19*th May*, 1921.

PRESENT:

THE MINISTER OF MINES AND INDUSTRIES (Chairman).

Mr. Giovanetti.
Mr. Mackeurtan.
Mr. Sampson.
Mr. Hawley.
Mr. Scholtz.
Mr. Heyns.
Mr. Strachan.

Mr. Robert Allister, Manager of the Cape Times Limited, Cape Town, representing the National Industrial Council of the Printing and Newspaper Industry of South Africa, was examined.

262. *By the Acting Chairman.*] I give evidence on behalf of the printing industry. I am the Manager of the Cape Times Limited. I put in a letter from the Chairman of the National Industrial Council of the Printing and Newspaper Industry of South Africa on the *Apprenticeship Bill* and the *Regulation of Wages Bill.* (*Appendix* V.) On the subject of wages, the National Industrial Council has always adopted the principle of paying a fair wage and providing good conditions of employment from every point of view, and have assisted the officials of the Factory Act in providing excellent

accommodation for the employees. They consider that the chief object to be gained in the establishment of a Wages Board would be that, generally, both for skilled and unskilled labour, conditions would be better and to the ultimate interest of the country. In connection with the printing industry we have four Boards sitting, one at Port Elizabeth, East London, Johannesburg and Cape Town. The reference of these Wages Boards is only in connection with boys under 18 and girls of all ages. They have proved of great benefit to the communities, and have created an excellent feeling between the employers and employees in this particular industry. In every case these boards have fixed a scale for apprentices and unskilled labour not indentured. I have not found in the printing industry that the scale system has led to unemployment of the better trained class of boys and girls, because people engaged in the printing industry have to go through a period of probation before they reach the necessary scale and attain a high wage. As regards boy and girl labour in the industry, it takes two or three years before they are of any use to the business. That is not indentured labour. I do not agree with the suggestion that when you have got a scale and people get to the top of the scale, that there is a tendency to discharge these people and put others in their places, so as to reduce the scale and sacrifice the better trained men and girls. We have never had sufficient labour to do that in Cape Town and elsewhere; it has always been insufficient for the demand. With regard to the statement that the application of the provisions of these Bills to the small businesses in the dorps will drive them out of the market altogether, it may be said that the Wages Boards have always determined the wages on the cost of living in that particular area. It is essential that all people engaged in the printing industry ought to be paid at least a living wage. For instance, if the cost of living at Paarl were less than in Cape Town the differentiation would be shown in the scale laid down. Sufficient provision for unindentured labour can be made in such smaller establishments to enable them to carry on. My opinion is in these rural areas it would be rather difficult to get a Wages Board to embrace every industry within that particular area. The constitution of the Board may be of such a nature that they would not understand the printing industry, say, in relation to the coach-building industry.

263. *By Mr. Sampson.*] We deal with the rural areas separately. We take into consideration the local conditions, the cost of living, and determine the wages on that basis. The National Council agreement covers a wider area than the Union, its also covers Portuguese territory, and we have a strong branch at Lourenco Marques.

264. *By Mr. Giovanetti.*] In connection with the business in which I am interested, we have 500 employees, one-half is unskilled, or rather semi-skilled, and the remaining half is skilled labour. I do not think it is possible for the semi-skilled men to become apprentices and become skilled tradesmen. If a lad works for over three months, he must be apprenticed, provided of course he works in a specified trade. For instance, we have coloured boys who feed the machines: that is an occupation, and not a skilled trade.

265. *By the Chairman.*] I have examined the schedule to the *Apprenticeship Bill.* In connection with the printing industry the trades are all defined. It would be impossible to group any two of these trades laid down in the schedule because they are all separate trades in which a boy has to serve five or seven years. It would be impossible for any one boy to take up two branches laid down. With regard to the small establishments. Take them, as enumerated here, a compositor in a small establishment has occasionally to feed a platen press; in the first instance, in my opinion, a boy ought to be apprenticed as a compositor, and made efficient at any rate in one trade.

266. *By Mr. Sampson.*] If he is apprenticed in one branch there will be nothing to debar him from getting a ground work of any other branches, provided he is efficient in one of the trades. It is most unjust to train a man in three or four separate trades. Eventually, he would not be able to find employment in Cape Town or Johannesburg, because he would not have sufficient efficiency in any particular branch to justify the employer taking him in.

267. *By Mr. Mockeurtan.*] Our wages are fixed when a man is skilled; he is not on a scale then. Our scales of pay are only for all female labour and for boys under 18 who are not indentured. The female scale is fixed entirely on the basis of experience, and not age. In the case of Cape Town the scale runs for three years. A girl must be 16 years before taken on and gets 15s. the first half-year, and advances are at the rate of 3s. for the subsequent half-years until she attains an experience of three years. Then she comes under a flat rate of 35s. and the scale ceases. They have the right to approach the Wages Board at any time should the cost of living increase, and present their case for consideration. The scales only apply while they are learning their job. After that it is a flat rate. After three years they reach their maximum value to us.

268. *By the Chairman.*] I am a member of one of these Boards. I know of no difficulty in arranging wages between Europeans and non-Europeans, all are paid according to the scale, and it does not matter whether a man is coloured or

white, the same scale is applied, provided efficiency remains the same. With regard to the suggestion that you should have only one sub-division of the trade "letterpress," you have got machine minder which covers both, but lithographer as a trade can be split in two—transferer and machine minder; we often find the lithographer is trained in both; in larger offices the transferer is kept exclusively transferring work, putting design to plate or stone, and the machine minder is exclusively utilised on machine. Lithographer carries transferer and machine minder. The words machine minder would include the two apprentices.

269. *By Mr. Scholtz.*] We do not differentiate between white and coloured, the same wage is obtained.

270. *By Mr. Sampson.*] If I found him very efficient I would have no objection in taking the coloured man. I do not think that the coloured man is a formidable competitor with the European. When I speak of coloured employees I do not include natives.

271. *By Mr. Mackeurtan.*] We have no Asiatics at all. I understand in Durban it is rather a difficult problem. The National Council would like the elimination of the Asiatic and would like white people to be employed only in the particular industry.

272. *By Mr. Sampson.*] I think this Act will bring about a solution of that problem.

273. *By Mr. Strachan.*] I was a delegate from the Master Printers' Association in the formation of the National Council. Some of the employers were not altogether in favour of the establishment of the Council. I am convinced that the coming together of the employer and the employees has been of great benefit to both parties and to the industry generally, and the employers to-day instead of being antaggonistic to the National Industries agreement are anxious that it should be continued. I may say that the employees are working much more harmoniously. I would not say that more work is being got out of them. I approve of the idea of joint committees for the conduct of industries such as laid down in this Bill. I am quite in agreement with the Chairman when he said in Johannesburg that he hoped it would be applied to other industries.

274. *By Mr. Giovanetti.*] I think the formation of Joint Boards has been the means of stabilising prices of the Master Printers' Association. Prices are only charged on a very small margin of profit in order to have no competition overseas. In Edinburgh they pay £4 15s. per week of 48 hours, here we pay £7 12s. 9d. for 46 hours, a percentage difference of about 62 per cent.. It stands to reason if the Master Printers in South Africa charge excessive profits they would

lose the work. There is no arrangement between printers. There is occasionally a disparity of nearly 50 per cent. in the prices of some firms in quoting for Government work. The idea of the National Council was to bring about a uniform system of costing on the same lines as the London Master Printers' Association and all costs are scientifically laid down. There is no arrangement between the printers. There is only a Master Printers Association, which charges out work at a price which leads to the elimination of unfair employers. The National Council recognises only those houses that pay a fair wage. Any increase of wages that has taken place in the printing industry has entirely been on the basis of Mr. Cousins' figures as to the cost of living. The additional costs cannot all be passed on to the consumer. Take a case from Johannesburg: it was proposed to send a large order direct to the old country because of the lower rates. That is always the danger of high wages and excessive profits; we have to look to the interests of the country and only a nominal profit can be charged on the actual cost

275. *By Mr. Strachan.*] It was the position before the war in Cape Town that printing in South Africa was being done too cheaply with the result that the employers were unable to pay a proper wage. The coming together of the employers stabilised the cost and had the effect of their being able to pay employees a reasonable wage.

276. *By Mr. Hawley.*] For the last six months we found it was difficult to compete with overseas firms on the basis of the present wage. The National Council consists of 13 employers and 13 employees representative of the entire industry throughout South Africa. There is no other industry associated with it.

277. *By Mr. Strachan.*] With the high wages in England they are able to do printing cheaper there than in South Africa because in Great Britain printers do not require to carry the stocks customary in this country. They can get their supplies within two or three weeks owing to their premises being in close proximity to the paper mills. We have to carry stock in this country for twelve months. The printers in Britain are therefore getting the advantage in the fall of prices which the South African employers are not getting. There is also another reason, the printing industry in the old country is much more concentrated than in this country; they do 48 hours per week and we are working 46 hours per week, and in Scotland the wages are £4 15s. against £7 12s. 9d.

278. *By the Chairman.*] In Clause One of the Wages Bill I see it is proposed to exempt Government from the application of this Bill. As you know, the printing industry in South Africa is in competition with the Government printing works

in Pretoria and we feel that the Government Printing works should be subject to the same conditions as competitive printers throughout the country. They could work unlimited overtime, provided we did not have this National Council. In Clause Six I notice an exposure of the wages sheets and books is desired. The Factory Inspector has access to these books and it seems to me somewhat unfair Besides the Wages Board examiner might be a competitor in another printing business, and it would be unfair to expose our books to the examiner.

279. *By Mr. Sampson.*] It says books of employers. I do not know if he would care to see the ledger. If the question arises as to fixing the scale of wages and it depended upon whether the industry was making a profit the only way would be to produce the books. No one has any objection to the wages book being exposed. If the question is whether the industry could afford to pay an extra wage, there is the profit and loss account. I am only afraid it might be abused. There would be no objection to a Government official examining all our books, but we would not like a competitior to do it.

Clause Seven. Industrial Conditions: Does that affect the manufacturing business? You have got your Factory Act for that purpose.

Clause Nine, sub-section (3). Would it not be advisable there to only inflict a fine after the defaulter has refused to take notice? There should be a warning. A large number of persons do not read the regulations and the person administering the Act might immediately bring him before the Court and he would be subject to a fine of £20.

Clause Ten. Would it not be a better definition to make it average worker instead of ordinary worker? On the Wages Board we had difficulty in determining what ordinary worker was.

On the Apprenticeship Act I would like to say that the National Council is in full agreement with that Bill. They know that it is a step in the right direction because in the past there had been no proper control of apprentices. Many of the boys are put into blind alleys. The National Council is anxious that all apprentices, especially in the printing industry should have a seventh standard education, and that during the period of apprenticeship they should be allowed to attend elementary and technical schools to make them proficent and ultimately good citizens.

280. *By Mr. Giovanetti.*] A man should first of all become efficient in one trade; in our own particular trade a ruler and binder may perform both duties quite successfully. It is necessary that. in a large establishment a man should have

one specified trade, but if he went to a small place, he could be engaged on other work if desired. We have in our trade men operating cutting machines. A man can perform the duty of cutter after a year's experience, but that man, owing to being a cutter, is only qualified to earn less than the minimum rate of wage. It was decided before the National Council here in Cape Town in December last year that before any further cutters were indentured they should first of all be indentured to the trade of binding, and cutting should be learned at a later date if necessary.

281. *By Mr. Strachan.*] Seven years should be the maximum period for anyone for apprenticeship. The man should then have the necessary efficiency to qualify himself to obtain the standard wage.

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